

# **Transportation Guide for Indian Tribal Governments**

Compiled by:

Washington State Department of Transportation,  
Planning and Tribal Liaison Offices

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# Preface

At the 1993 Tribal / State Transportation Conference, a task group was created to develop, write and publish an Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) / Tribal Handbook. The purpose of the Tribal Transportation Guide for Indian Tribal Governments ("guide") was to incorporate tribal information and interests into the ISTEA Application Handbook created for Local Governments. The Guide was published in 1995 and widely distributed.

Since its initial publishing nearly nine years ago, transportation has evolved locally and nationally. ISTEA was reauthorized in 1998 as the Transportation Equity Act for the Twenty-First Century (TEA-21) and is currently undergoing reauthorization.

The Washington State Department of Transportation (WSDOT) has put forth significant efforts to improve its relationship with Tribal Governments. First, WSDOT created a Tribal Liaison Position in the Government Liaison Office in 2001. The Tribal Liaison position is located in the Secretary's Office, as requested by tribal governments. In February 2002 an Executive Order on Tribal Consultation was signed followed by the completion of the WSDOT Centennial Accord Plan. The plan describes how various WSDOT offices and departments work with the tribes, as mandated by the 1989 Centennial Accord and the 1999 Millennium Agreement.

At the request of tribal governments, a Tribal Transportation Planning Organization (TTPO) was created in December 2003. The purpose of this organization is to coordinate transportation planning between the tribes and WSDOT. A committee from the TTPO was formed to update this guide. The 1995 guide is being updated with the intention that it will be updated on a regular basis to continuously reflect change in the field of transportation. For instance, at the time of printing, Congress is crafting a new reauthorization bill. Thus, this guide will be updated again when reauthorization is completed.



# INTRODUCTION

## **Purpose of This Guidebook**

This guide is meant to serve as a tool to assist tribal governments and agencies and in understanding transportation related funding, planning, rules and regulations, and processes. This guide is especially oriented towards transportation issues and concerns of tribal governments.

## **Scope and Limitations**

This guidebook is just that - a guide, no more or less. The reader should refer to materials referenced in this guide for more details on a specific subject. Implementation of projects is only covered briefly. The Highways & Local Programs document, the Local Agency Guidelines (LAG) manual, is the guide for this purpose for federally funded projects. Similarly, individual state programs each have their own procedural requirements, which are cross-referenced in this application guide for Indian tribal governments.

## **Additional Sources of Information**

For the reader, a reference source is provided of materials, agencies, and others that can help when questions arise on various aspects of transportation that are not covered in this brief guide.

Acronyms and definitions in Transportation are listed to assist the reader in understanding some of the terms commonly used by transportation planners, engineers, and by government officials in general. These are included in the appendix.

Of particular note is a guide developed by the Association of Washington Cities entitled State Agency Assistance for Local Governments. This catalog of available funding sources for various state and federal funds also includes hints on writing proposals for funding projects and programs. The "catalog" covers more than transportation funding sources.

## **Additional Sources for Help**

Following is a listing of people who can be contacted for particular questions-on transportation:

### **Washington State Indian Tribes (*Federally Recognized*)**

#### **Chehalis Confederated Tribes**

Tribal Planner  
PO Box 536  
Oakville, WA 98568  
(360) 273-5911; Olympia 753-3213, Fax (360) 273-5914

#### **Colville Confederated Tribes**

Tribal Planner  
PO Box 150  
Nespelem, WA 99155  
(509) 634-4711, Fax (509) 634-4116

**Cowlitz Tribe**

Tribal Transportation Planner  
PO Box 2547  
Longview, Wa 98632-8594  
(360) 577-8140, Fax (360) 577-7432

**Hob Tribe**

Tribal Planner  
2464 Lower Hoh Road  
Forks, WA 98331  
(360) 374-6582, Fax (360) 374-6549

**Jamestown S'Klallam Tribe**

Tribal Planner  
1033 Old Blyn Highway  
Sequim, WA 98382  
(360) 683-1109, Fax (360) 681-46436

**Kalispel Tribe**

Tribal Planner  
PO Box 39  
Usk, WA 99180  
(509) 445-1147, Fax (509) 445-1705

**Lower Elwha Klallam Tribe**

Tribal Planner  
2851 Lower Elwha Road  
Port Angeles, WA 98363  
(360) 452-8471, Fax (360) 452-3428

**Lummi Nation**

Tribal Planner  
2828 Kwina Road  
Bellingham, WA 98226-9298  
(360) 384-1489, Fax (360) 380-1850

**Makah Tribe**

Tribal Planner  
PO Box 115  
Neah Bay, WA 98357  
(360) 645-2201, Fax (360) 645-2788

**Muckleshoot Tribe**

Tribal Planner  
39015 172<sup>nd</sup> Ave SE  
Auburn, Wa 98092  
(253) 939-3311, Fax (253) 939- 5311

**Nisqually Tribe**

Tribal Planner  
4820 She-Nah-Num Drive SE  
Olympia, WA 98513  
(360) 456-5221, Fax (360) 407-0125

**Nooksack Tribe**

Tribal Planner  
PO Box 157  
Deming, WA 98244  
(360) 592-5176, Fax (360) 592-5721

**Port Gamble S'Klallam Tribe**

Tribal Planner  
31912 Little Boston Road NE  
Kingston, WA 98346  
(360) 297-2646, Fax (360) 297-7097

**Puyallup Tribe**

Tribal Planner  
2002 East 28th Street  
Tacoma, WA 98404  
(253) 597-7800, Fax (253) 573-7929

**Quileute Tribe**

Tribal Planner  
PO Box 279  
La Push, WA 98350  
(360) 374-6163, Fax (360) 374-6311

**Quinault Nation**

Tribal Planner  
PO Box 189  
Taholah, WA 98587  
(360) 276-8211, Fax (360) 276-4191

**Samish Nation**

Tribal Planner  
PO Box 217  
Anacortes, Wa 98221  
(360) 293-6404, Fax (360) 299-0790

**Sauk-Suiattle Tribe**

Tribal Planner  
5318 Chief Brown Lane  
Darrington, WA 98241  
(360) 436-0131, Fax (360) 436-1511



**Shoalwater Bay Tribe**

Tribal Planner  
PO Box 130  
Tokeland, WA 98590  
(360) 267-6766, Fax (360) 276-6778

**Skokomish Tribe**

Tribal Planner  
North 80 Tribal Center Road  
Shelton, WA 98584  
(360) 426-4232, Fax (360) 877-5943

**Snoqualmie Tribe**

Tribal Planner  
P.O. Box 280  
Carnation, WA 98014  
(425) 333-6551, Fax (360) 333-6727

**Spokane Tribe**

Tribal Planner  
PO Box 100  
Wellpinit, WA 99040  
(509) 258-4581, Fax (509) 258-9243

**Squaxin Island Tribe**

Tribal Planner  
SE 70 Squaxin Lane  
Shelton, WA 98584  
(360) 426-9781, Fax (360) 426-6577

**Stillaguamish Tribe**

Tribal Planner  
3439 Stoluckguamish Lane  
Arlington, WA 98223  
(360) 652-7362, Fax (360) 435-7689

**Suquamish Tribe**

Tribal Planner  
PO Box 498  
Suquamish, WA 98392  
(360) 598-3311, Fax (360) 598-6295

**Swinomish Tribe**

Tribal Planner  
PO Box 817  
LaConner, WA 98257  
(360) 466-3163, Fax (360) 466-5309

**Tulalip Tribes**

Tribal Planner  
6700 Totem Beach Road  
Marysville, WA 98270  
(360) 651-4000, Fax (360) 651-4032

**Upper Skagit Tribe**

Tribal Planner  
25944 Community Plaza  
Sedro Woolley, WA 98284  
(360) 854-7000, Fax (360) 854-7004

**Yakama Nation**

Tribal Planner  
Box 151  
Toppenish WA 98948  
(509) 865-5121, Fax (509) 865-5528

**WSDOT's Regional Tribal Coordinators:**

The regional tribal coordinators provide local assistance and coordination to tribes.

<b><i>Region</i></b>	<b><i>Contact</i></b>	<b><i>Telephone</i></b>	<b><i>Email</i></b>
Northwest	Terry Paananen	206 440-7434	paanant@wsdot.wa.gov
Upper Northwest	Tim Hostetler	360757-5981	hostetlt@wsdot.wa.gov
North Central	Mike Andreini	509 667-2909	andreim@wsdot.wa.gov
Olympic	Bob Jones	360 357-2630	jonesr@wsdot.wa.gov
Southwest	Faye Jenkins-Edwards	360 905-2054	jenkinf@wsdot.wa.gov
South Central	Bob Hooker	509-577-1631	hookerb@wsdot.wa.gov
Eastern	Keith Martin	509-324-6095	martink@wsdot.wa.gov
Urban Corridors	Tom Washington	206 464-1280	washint@wsdot.wa.gov
Ferries	Russ East	206 515-3701	eastrus@wsdot.wa.gov

# **CHAPTER 1 - BACKGROUND**

## **Foreword:**

Twenty-nine federally recognized tribes reside in Washington State. Twenty-five of these are in Western Washington and four in the eastern part of the state. Four additional tribes have Usual and Accustomed interests within the state.

There are also 26 Indian reservations within Washington State. These reservations were established under treaties or executive orders. Together, the reservations comprise nearly eight percent of Washington's land base. The tribes also reserve rights to natural resources, including, the right to fish, to hunt, and to gather shellfish, roots, berries, and other foods. These are treaty-protected rights, under the U.S. Constitution.

Tribal governments are not subdivisions of the state, but political entities, predating the U.S. Constitution and the colonization of this continent. Determined through early case law to be "domestic dependent nations," subject to the plenary powers of Congress, tribes have retained inherent sovereign powers and are recognized as distinct, independent, political communities.

## **Sources of Tribal Government Authority**

The source of tribal government authority is different from that of state and local governments, which derive their power from the Constitution, state enabling legislation and administrative codes. In the case of tribes, each tribe derives its authority from its own internal laws. Virtually every one of these is the subject of one or more federal treaties or statutes that deal with it in individualized terms. The majority of tribes in Washington operate under a tribal constitution, some of which are approved by the federal government pursuant to the Indian Reorganization Act of 1934.

## **Functions of Tribal Governments**

Not only do tribal governments differ from state and local governments with regard to their source of power, they also differ with regard to their purpose. In addition to standard governmental functions such as regulating, taxing and delivering services, tribal governments act to preserve and protect tribal culture, the tribal community and off-reservation treaty rights. As major landowners, tribal governments are also responsible for the development, management and operation of tribal economic enterprises.

## **Tribal governments functions include:**

- Executive actions (similar to those taken by the governor of a state or the president of the United States).
- Legislative actions (similar to those taken by the state legislature or the U.S. Congress).
- General government administration (personnel budgeting, capital programming, intergovernmental affairs).
- Public safety (police protection, tribal courts and prosecution, other legal services, fire suppression, emergency medical response).
- Health care (mental health counseling, medical services, dental services, environmental health).
- Public works / engineering / infrastructure development (roads, sewers, water, cable television, facilities management etc.).
- Planning and community development (comprehensive planning, zoning, and land development regulation, environmental protection).

- Education (Headstart, K-12 schooling, remedial schooling and GED testing, vocational schooling, college schooling, scholarship support).
- Social service provision (daycare services recreations services, youth and elderly services, child welfare and protective services).

## **The Indian Tribes of Washington**

### **Confederated Tribes of the Chehalis Reservation**

The Confederated Tribes of the Chehalis Reservation are located on the Chehalis River at the mouth of the Black River near Oakville, Washington. The Reservation was created by Executive Order of July 8, 1864 representing the five Tribes of the Upper Chehalis.

The Reservation population is currently comprised of 388 Tribal members and 303 non-Indians for a total population of 691. The Reservation's total land base of 4,225 acres is comprised of 2,800 acres of Indian Trust Lands and 1,425 acres of Fee Simple lands.

The Tribal Constitution and By-Laws established the Chehalis Community Council as the governing body of the Reservation. Every two (2) years, the Community Council elects a five (5) member Business Council to manage the Tribe's daily affairs.

Washington State Highway 12 from Elma to Grand Mound is the major access route from either the east or the west and is located just north of the Reservation. Two (2) major roads then intersect with State Highway 12 traveling south to the Reservation. These roads include Moon Road along the eastern boundary of the Reservation and Anderson Road on the county line. The Grays Harbor and Thurston County line bisects the Reservation along Anderson Road south from the intersection with State Highway 12 to the Chehalis River. There is no access to the Reservation from the south. Both roads are maintained by Thurston County.

Other roads within the Reservation include the South Bank Road commencing at the northern boundary of the Reservation south of Oakville to the Chehalis River, as well as Balch Road, Cemetery Road and Howanut Road. At the County line Howanut Road becomes 188<sup>th</sup> Avenue SW and terminates with Moon Road. Parts of Howanut Road, Niederman Road, Secena Road and Anderson Road south of Howanut Road are part of the Tribal Road System that also includes the roads within the Housing Projects. The Chehalis Tribe is a partner with both Grays Harbor and Thurston Counties to assure the roads are maintained and open for both our Tribal members, employees and visitors to the Reservation.

### **Confederated Tribes of the Colville Reservation**

Located in Eastern Washington, this confederation includes the following tribes: Colville, Entiat, Methow, Nespelem, Nez Perce, Sinkaietk, Palouse, Sanpoil, Senijextee, Sinkiuse, and Wenatchee. Enrolled members are 7,400 in number. The reservation population is 6,957 (3,788 Indian and 3,169 non-Indian). Land area of the reservation is 1.4 million acres of which 1,120,000 is Indian land.

The reservation was established by executive order in 1872. Constitution and bylaws of the Confederation were approved by referendum in 1938. The Colville Business Council, the chief governing body of the reservation, manages the tribe's property and assets, administers tribal funds and programs, and enforces ordinances. Composed of 14 members elected by tribal enrollees for two-year terms, the Council chooses an executive committee from within its ranks.

### **Hoh Indian Tribe**

Located in Jefferson County, the Hoh Tribe has 120 enrolled members. The reservation population is 96 of which 74 are Indian and includes 443 acres, which is all Indian owned.

The Tribe approved the 1934 Indian Reorganization Act and adopted a constitution in 1969. The Hoh Tribal Business Committee, chosen biennially, is the tribe's governing body. Composed of tribal members, it manages tribal property and assets, administers funds, and enforces ordinances. The Hoh retained treaty-fishing rights and are a member of the Northwest Indian Fisheries Commission.

### **Jamestown S'Klallam Indian Tribe**

The Jamestown S'Klallam Tribe is located within the bounds of Clallam County on the eastern edge of the Olympic Peninsula. Currently the Tribe owns a total of 350 acres of fee and trust land upon which governmental activities are conducted, economic development enterprises are managed and social and cultural events are hosted. Enrolled membership in the tribe includes 550 people who live in a variety of locations in Washington State as well as across the country.

The Tribe was officially re-recognized by the United States in 1981. With this restored status the Tribe regained their treaty fishing rights and their ability to access other vital social and health services for the Jamestown S'Klallam membership. As a sovereign political entity the Tribe exerts a strong government-to-government relationship with the United States and the State of Washington. The governing Tribal Council consists of five members elected to three-year terms. The Jamestown S'Klallam participate jointly with the Port Gamble and Lower Elwha S'Klallam in the Point-No-Point Treaty Council in making fisheries management decisions. They are also represented on the Northwest Indian Fisheries Commission. Additionally, the Jamestown S'Klallam leadership is heavily involved in many Indian advocacy organizations and initiatives from national (National Congress of American Indians) to regional (Association Tribes of Northwest Indians) to a variety of state (Washington Indian Gaming Association) and local groups.

Over the past twenty years the Tribe has grown in population, in land mass and in facilities and associated infrastructure. This growth has increased the need for transportation related infrastructure. The Tribal governmental campus is located on Sequim Bay and is bisected by U.S. Highway 101. A major facilities upgrade in 2003 included the construction of a pedestrian tunnel under the highway with funding provided by the Bureau of Indian Affairs and development services provided by Washington State Department of Transportation. This capital improvement to the Tribal road system will provide a safe pedestrian route between the north and south sides of the campus. Also, a comprehensive update of the Tribe's transportation plan in 2003 resulted in identification of many other road safety, access, mobility and development projects. Over the next twenty years the Tribe will continue to grow and to prepare its road system for additional improvements, upgrades and new construction to accommodate multimodal traffic use.

### **Kalispel Indian Community**

The Kalispel Indian Reservation was established by Executive Order in 1914. It is located on the lower Pend Oreille River near communities of Usk and Cusick, Washington. The Kalispel Indians also known as the "River Paddlers" or "Camas People" were semi-nomadic hunters, diggers, and fisherman.

The Kalispel Indian Reservation is comprised of approximately 5,247 acres of Trust Lands

and approximately 2,300 acres of Fee Lands. Large portions of the original trust lands were allotted. The home reservation is located approximately 55 miles north of Spokane, Washington. The Tribe also has nearly 300 acres of land located in Airway Heights, near the Spokane International Airport. It is on this land that the Tribe's Northern Quest Casino is located.

The Kalispel Tribe has approximately 359 enrolled members. Approximately one third of the members live on the Tribe's home reservation near Usk, another one-third live in the greater Spokane area and the remaining one-third live throughout the United States. Several members of related tribes, such as the Flathead, Colville and Spokane live on the reservation as well as several non-Indians.

A five-member tribal council who is elected by the General Council governs the Tribe.

Washington State Routes 2, 211 and 20, accesses the home reservation and LeClerc Roads (North and South), Kings Lake Road, and the Usk Bridge, which are Pend Oreille County maintained roads and bridges. The tribe's Airway Heights property is accessed by Interstate 90 and Washington State Route 2, and Hayford Road a Spokane County maintained road.

### **Lower Elwha Tribal Community**

The Lower Elwha Tribal Community is one of the original thirteen (13) tribal wintering villages that were located along the Strait of Juan de Fuca. The Tribe consists of 815 members, of which it is estimated that forty-eight (48%) percent are under the age of eighteen (18), while four (4%) percent are over the age of sixty (60).

The Tribe was organized by the Indian Reorganization Act of 1934. In 1968 the Tribe was granted 368 acres to be held in reservation status on the west side of the Elwha River delta. Since that time, total land acreage for the tribe has grown to 890 acres located on both the lower and upper parts of the Elwha River, as well as neighboring areas.

The Community Council is the governing body of the Tribe. Out of the eligible voting members, a five member Business Committee is elected who represents the Community Council on the day-to-day affairs of the Tribe.

The Lower Elwha Reservation is located seven (7) miles west of the City of Port Angeles. To get to the reservation, one must drive through the City of Port Angeles heading west on Highway 112 (also known as Edgewood Drive) and make a right turn on Lower Elwha Road that leads directly to the lower Reservation, and to the Tribal Community Center. There are also directional signs located along both highway 112 and 101 to help locate the lower reservation. Additionally, Victoria, British Columbia is located 18 miles north from the reservation.

### **Lummi Nation**

Approximately 3,200 members are enrolled in this tribe. The reservation population is 3,147 of which 1,594 are Indian and 1,553 are non-Indian. The reservation located in Whatcom County and has 13,600 acres of land and 7,500 acres of tidelands. Indian people own 7,600 acres of the 13,600 acres.

The reservation was established in 1859 by the Point Elliot Treaty and was enlarged by executive order in 1873. Tribes are the Lummi, Nooksack, and the Samish.

A constitution adopted in 1970 gives broad powers to the Business Council. Elected to three-

year terms, the eleven members of the Council elect tribal officers from within their numbers. The council administers funds and social programs, oversees tribal businesses, and enforces ordinances. The Lummi have treaty fishing rights and are a member of the Northwest Indian Fisheries Commission.

### **Makah Tribe**

Located in Clallam County, the Makah reservation includes 28,112 acres of which all but 366 acres are Indian lands. Enrolled members are 1,600 while reservation population is 940 Indian and 274 non-Indian. The reservation was established by treaty in 1855 and enlarged by executive order in 1872 and in 1873. The Makah voted to accept the Indian Reorganization Act of 1934 and approved a constitution in 1936. The five-member Makah Tribal Council is elected to serve staggered three-year terms. The Council administers tribal assets, resources, funds, social programs, and ordinances.

There are a number of construction projects being worked on. The largest project is the Cape Flattery Scenic Byway. This will pave from milepost 0, along Bay View Avenue to the trailhead at the Cape Flattery.

The other projects are two bridges, the Sail River and Wa'atch River bridge (second bridge). They are in the design phase. Also soils work will be done on the Cougar Hill access road. Preliminary work has been done on a Makah Ferry Feasibility Study, which will see if it is possible to have a Ferry run from Neah Bay to Vancouver Island.

There will be an environmental assessment for the whole area to be paved in the Cape Flattery Scenic Byway project to comply with the NEPA process. Also the rock road base will be crushed in the place to give a better road base for the asphalt. The Sail River bridge design work is about 50% complete at this time with replacement schedule for construction in the summer. The design work for Second Bridge is 95% complete and is waiting approval by the Tribal and BIA Roads Division to be moved on to Federal Highways for funding. Administrative work is on going to prepare the contracts for some of these projects.

I attended training on the Indian Reservation Roads system; the focus was on how the planning and recording information impacts Makah funding. Construction dollars are based on miles of road on the Reservation. Working with the 911- address system to help figure out new addresses for new residences who are building new homes.

### **Muckleshoot Tribe**

The Muckleshoot Indian Tribe is a distinct sovereign entity. As a Tribe, it derives its governmental powers from three basic sources; treaty rights, federally conveyed delegations of authority, and retained inherent sovereignty. The treaty status of the Tribe is a fundamental quality that distinguishes it from other American communities. The United States owes a specific and unique trust duty to tribes.

The word Muckleshoot originates from the Whulshootseed word "baqalshuut", which refers to the Enumclaw plateau where the Reservation was established. After the treaties, the Indians who were forced to settle on the Reservation became known as Muckleshoots. The Muckleshoot Indians are the descendants of the Skopamish, Smulkamish, Stkamish bands, some Duwamish and some Snoqualamie Indians. However, these were the names of villages, not so much the names of groups of people. The separate villages worked and traveled together frequently.

The federal government negotiated two treaties with the Muckleshoot Indian people. The Point Elliott Treaty was signed in 1855 and ratified by the U.S. Senate in 1859. The Treaty of Medicine Creek was signed in 1854 and ratified in 1855. Together, these treaties reserved tracts of land exclusively for the Muckleshoot Indian Tribe and several other Tribes. In addition, the treaties reserved the Tribe's right to fish in its Usual and Accustomed grounds and areas and to hunt and gather in its Open and Unclaimed lands. Under the United States Constitution, the laws and treaties by the federal government of the United States are the supreme law of the land. As such, treaty reserved rights preempt state laws.

Prior to the Point Elliott Treaty (1855) and the Treaty of Medicine Creek (1854), the ancestors of the Muckleshoot, Puyallup, Tulalip, and other Puget Sound Salish peoples occupied most of the Puget Sound Basin. They lived as bands in villages throughout this region for many centuries. The Puyallup, Muckleshoot, Tulalip, and many other "tribes" were really all Puget Sound Salish people. All spoke the same language and had the same cultural practices.

### **Nisqually Indian Tribe**

Straddling Pierce and Thurston Counties along the Nisqually River, the reservation has a population of 578 people of which 365 are Indian. Four hundred and twenty-five members belong to the tribe. The reservation is 4,700 acres of which 1,007 are Indian owned and 3,693 non-Indian.

The reservation was established by the Medicine Creek Treaty in 1854, enlarged by executive order in 1857 and reduced in 1917.

The Nisqually tribe organized under the provisions of the 1934 Indian Reorganization Act and approved a constitution in 1946. The Nisqually Council is a sovereign political entity and the primary governing body of the reservation. Its seven members manage tribal assets, administer tribal funds and programs and enforce ordinances. Each member is elected for a two-year term. The Nisqually have treaty fishing rights and are represented on the Northwest Indian Fisheries Commission.

### **Nooksack Indian Tribe**

The Tribal Center and Reservation are surrounded by the Town of Deming (Mile Marker 14) on SR 542 in Whatcom County, on the Scenic Byway portion of the Mt. Baker Highway. The Nooksack Indian Tribe reservation covers 2.2 acres. There are an additional 2,900 acres of Trust land in fragmented allotments scattered throughout Whatcom County. Reservation and trust lands population is 600 of which 550 are Tribal. Enrolled membership of the Nooksack tribe is 1,600 people.

Highlights of the area include:

- Tribally owned and operated Nooksack River Casino, Nooksack Bakery and Marketplace (which includes Chevron gas and discounted tobacco).
- Nooksack Tribal Fishing Charter (salt water only – July through October)
- Snow Capped Mt. Baker (active volcano) 10,300 ft.
- The Mt. Baker ski resort (seasonal)
- River Rafting on the Nooksack River (seasonal)
- Scenic Nooksack Falls
- Outback hiking and camping in the Mt. Baker National Forest

The Nooksack Tribe received Federal recognition in 1973 and were granted a Reservation



of approximately nine-tenths of an acre in 1976, that has increased to the current 2.2 acres. After the tribe was federally recognized in 1973, they established the Constitution and Bylaws of the Nooksack Indian Tribe of Washington State. The eight member Council conducts tribal governmental and business affairs. Each council member is elected to a four-year term. The Nooksack people have hunting and fishing rights as accorded by the Point Elliot Treaty of 1859 (30 years before Washington Territory achieved Statehood) and are represented on the Northwest Indian Fisheries Commission.

The Tribe has over 100 miles of roads listed on the Indian Reservation Inventory, which are mostly maintained by Whatcom County and WSDOT.

### **Port Gamble S’Klallam Indian Community**

Eight hundred and sixty (864) are enrolled members. The reservation, which is located in Kitsap County, has 532 people of which 377 are Indian. The land area of the reservation is 1,341 acres, a11 Indian owned.

The reservation was established in 1935 when land was purchased by the federal government on behalf of the Port Gamble S’Klallam under the 1934 Indian Reorganization Act.

A constitution establishing a six-member Business Council as the tribe’s governing body was approved in 1939. Members serve two-year terms. The Council is a sovereign entity that manages tribal assets and businesses, oversees funds and programs, and enforces ordinances. The Port Gamble Indian Community possesses treaty-fishing rights and is a member of the Point-No-Point Treaty Council and the Northwest Indian Fisheries Commission.

### **Puyallup Tribe**

The Puyallup Indian Reservation was established by the Medicine Creek Treaty of 1854 and enlarged by executive orders in 1857 and 1873. The Puyallup Indian Reservation is located in the major urban area of the Seattle-Tacoma region of the State of Washington. This is the most densely populated region of the State. The 18,061 acre reservation and related urban service area is home to the 3,199 enrolled membership of the Puyallup Tribe of Indians. The cities of Tacoma, Fife, Milton and Pierce County are within or adjacent to the Puyallup Indian Reservation.

The Puyallup Tribal Council is a sovereign political entity formed under a tribal constitution adopted in 1936. The Tribal Council is composed of seven (7) elected members serving three (3) year terms. It manages tribal assets and businesses, and enforces ordinances. The Puyallup Tribe was at the forefront of the struggle to retain treaty-fishing rights and is a member of the Northwest Indian Fisheries Commission.

Being located within the densely populated area of the Seattle-Tacoma region of Puget Sound has limited the tribal ownership of roads within the Puyallup Indian Reservation. Currently, the Tribe owns and maintains approximately twenty-four (24) miles of roads. The majority of road ownership within the Puyallup Indian Reservation is city, county and/or state. Major railroad infrastructure and the federal Inter-State 5 freeway system and bridges are located within and route through the boundaries of the Puyallup Indian Reservation. The Puyallup Tribe of Indians works cooperatively with local jurisdictions, region transit and port authority=s and the Washington State Department of Transportation on a government to government basis regarding issues relating to transportation activities and needs on or near the Puyallup Indian Reservation.

## **Quileute Tribe**

The Quileute Tribe has 689 enrolled members. The reservation, located in Clallam County has 884 acres, all Indian lands. Reservation population of 388 is composed of tribal and non-tribal residents. There is a Coast Guard Station located on the reservation.

The reservation was established by executive order in 1889. The Quileute Tribe adopted a constitution in 1936 based on the Indian Reorganization Act. It provided for the Quileute Tribal Council to choose principal tribal officials to represent the tribe as a sovereign political entity. The Council consists of five members elected to three-year terms. It manages tribal land and assets, levies taxes, provides law enforcement and enforces ordinances. Quileute lands remained unallotted, and the tribe has treaty-fishing rights.

Washington State Highway 110 leads from US Highway 101 fourteen miles West and ends on the Quileute Reservation at the LaPush, a tribal port community on the Pacific Ocean. The reservation is one square mile bounded by the ocean, Olympic National Park on either side and Rayonier timber company to the East. Highway 110 is the only road that enters the reservation and is currently the only escape route on a designated highway from LaPush to US Highway 101. SR 110 crosses the Bogaschiel River. This route often floods in winter just East of the Bogaschiel Bridge, effectively cutting the Quileute community off from the outside.

## **Quinault Indian Nation**

The Quinault Reservation is neighbor to the Olympic National Park (a World Heritage Park), Olympic National Forest and the Olympic Coast National Marine Sanctuary. With the head in the clouds of the temperate rain forest surrounding Lake Quinault [accessible from U.S. 101] the triangular reservation includes the Queets, Raft, Quinault and Moclips river drainages. The three main roadways that serve this reservation and visitors to the Washington Olympic Peninsula are U.S. 101 (a Scenic By-Way route), Washington State Route 109 and BIA Route 26 (Moclips – Olympic Highway). U.S. 101 brings visitors from the Kalaloch area beaches [in the National Park], east to Lake Quinault [which has a wonderful around the lake loop route] and south of Neilton, where BIA 26 goes back to the coast. There WA SR 109 goes north to Taholah [government seat of the Quinault Indian Nation] and south to the Quinault Beach Resort & Casino [[www.quinaultbeachresort.com](http://www.quinaultbeachresort.com)]. SR 109 reconnects with U. S. 101 in Hoquiam. From the north end of the reservation along the coastline to the southernmost point remains 23 miles of unspoiled Pacific coastline.

This coastline has remained little changed except for the impact of the pounding surf and storms. It looks much as it did when Quinault ancestors built their long houses thousands of years before European explorers arrived. The coast is where the land meets the sea, vibrating with life and energy: the roar of crashing waves; the calls of gulls, bald eagles, and dramatic sunsets. You are likely to find the footprints of shore birds all over the beach, but you will also find those of bear, deer, raccoons, river otters, and a host of other creatures.

Among the debris cast upon the shores are huge trees felled from inland stream bank sites by rushing rivers and washed out to sea. They are repeatedly thrown and banged against sand and rock. Limbs are removed and trunks are sanded smooth by the action of the waves. Finally a great storm may toss them high on the beach to join many others.

The temperate rain forest in the valleys of the Quinault, and Queets rivers contain some of the most spectacular examples of the Sitka spruce. What defines a rain forest quite simply is rain--lots of it. Precipitation here ranges from 140 to 167 inches, 12 to 14 feet, every year.

The dominant species in the rain forest are Sitka spruce and western hemlock; some grow to tremendous size, reaching 300 feet in height and 23 feet in circumference.

### **Record Trees in Olympic National Park**

The record size of trees of the following species has been found in the Olympic National Park. The American Forestry Association recognizes the trees as the largest living specimens of the species in their list of approximately 750 National Champions. The following list gives the size and location of the record trees:

<b>Tree</b>	<b>Circumference</b>	<b>Height</b>	<b>Spread</b>	<b>Total Points</b>	<b>Location</b>
Alaska Cedar	451 in	124 ft	27 ft	582	Quinault Sub-district, Approx 40 ft north of Big Creek Trail, approx 1 mile east of Three Lakes, approx 3,000 ft elev
Douglas Fir	533.5 in	212 ft	47.5 ft	757	Up Queets River trail (ford river) 2.4 mi to Klookman Rock Trail; turn left at jct Go 0.2 mi. There is a sign on trail and on tree.
Sitka Spruce	707 in	191 ft	96 ft	922	Near Lake Quinault in Olympic National Forest.
Western Hemlock (co-champion)	291 in	227 ft	49 ft	530	Queets River road 2.8 miles from Matheny Creek, south side of road.
Western Redcedar	761 in	159 ft	45 ft	931	North Shore of Lake Quinault, across from Rain Forest Motel.

The Quinault signed a treaty with the U.S. Government in 1855. Eventually other tribes were allotted land on the reservation. The Quinault Indian Nation [[www.quinaultindiannation.com](http://www.quinaultindiannation.com)] consists of Quinault, Queets, Quileute, Hoh, Chehalis, Cowlitz and Chinook descendants. Quinault National Fish Hatchery opened in 1976 on Cook Creek, a small stream that flows under the Moclips – Olympic Highway. Each year the hatchery produces over 8 million Chinook, Chum and Coho salmon, as well as steelhead. Visitors are welcome to tour the facility during working hours. The information center at the hatchery displays mounted specimens of adult fish and explains the fish life cycle.

The Quinault have taken great care to safeguard the natural resources on which their ancestors survived centuries ago. You can enjoy some of that legacy thanks to Quinault Pride Seafood [[www.quinaultprideseafood.com](http://www.quinaultprideseafood.com)]. The traditional method of smoking over tended alder wood fires enhances the natural savory flavor. Sophisticated packaging techniques ensure Quinault seafood is prepared to perfection, retaining all of the natural flavor and goodness of the region.

### **Sauk-Suiattle Tribe**

The reservation population is 124 people of which 69 are Indian. Enrolled members in the tribe number 214. The reservation has 23 acres of land - all Indian owned.

The reservation was established by 1913 Congressional appropriation. The Sauk-Suiattle became a separate tribal entity from the Upper Skagit in 1946. They received federal recognition

in 1973 and approved a constitution in 1973. Tribal affairs are governed by a sovereign seven-member Business Council with each member serving three-year terms. The Sauk-Suiattle have treaty fishing rights and participate in the Skagit System Cooperative and Northwest Indian Fisheries Commission.

### **Shoalwater Bay Tribe**

Located in Pacific County, the reservation of 640 acres (335 Indian) also has 395 acres of tidelands. The Willpah tribe has 66 people of the 131 reservation population. Enrolled membership in the tribe is 144.

The reservation was established by executive order in 1866. The Shoalwater Bay Tribe rejected the 1934 Indian Reorganization Act and adopted a constitution in 1971. The Shoalwater Bay Tribal Council is a sovereign political unit that handles tribal affairs. It is composed of five members who serve two-year terms. They have been actively trying to regain treaty-fishing rights.

### **Skokomish Tribe**

The Skokomish Indian Reservation is located on the delta of the Skokomish River where it empties into what is called the Great Bend of the Hood Canal on the Olympic Peninsula in Washington State. It is largely wooded and marshy, and is located in Mason County, ten miles north of the County seat in the City of Shelton. The Point-No-Point Treaty, concluded on January 26, 1855, created the Skokomish Indian Reservation.

The Skokomish Tribe's reservation lands encompasses a total of 4,978 acres, and provides a comprehensive array of community-based governmental and community services to over 750 enrolled Skokomish Indians. The Tribal Service Area population includes 1,393 Indian or non-Indian living within and near the Reservation's boundaries in the surrounding Mason County.

The Skokomish, or by their aboriginal name the Twana, lived in several communities united by their culture, language and territory. Twana refers to the people who lived in the Hood Canal drainage basin before the establishment of the Skokomish Reservation. Skokomish refers to not only the largest Twana group at treaty times, but to the Skokomish Reservation and the people who moved there after the treaty, the largest being known as the Skokomish, or "big river people." The aboriginal domain of the Skokomish is the Hood Canal, which is a sixty-mile long inlet of the Puget Sound extending west to the Olympic Mountains.

The Tribe's transportation infrastructure consists U.S. Highway 101 and State Route 106 that connect with each other on the Skokomish Indian Reservation, to form the major intersection for rural collectors in northern Mason County for residents, tourists, and commuters to access the southern Hood Canal and Olympic Peninsula regions. The roadways provide the primary transportation routes for accessing the Tribe's interior road system and core housing areas and for driving to other local areas off Tribal land for shopping, working, visiting relatives and accessing their treaty fishing and hunting areas.

### **Spokane Tribe**

Enrolled members include 2,255 people: The reservation is located in Stevens County and has 157,370 acres of which 133,179 are Indian lands. Population of the reservation is 2,004 with 1,533 Indian and 471 non-Indian.

The reservation was established by executive order in 1881

The Spokane Tribe approved the 1934 Indian Reorganization Act and adopted a constitution in 1951. A sovereign entity, the Tribe's Business Council administers assets, social and economic programs, and enforces ordinances. The Council is composed of five elected members who serve three-year terms.

According to the BIA System Roads Inventory updated March 8, 2001, there are 267.5 miles of roads within the reservation, of which 57.7 miles are paved and 16.8 miles are gravel. The remainder consists of earth or unimproved roads.

A portion of the paved State Highway SR25 crosses through the westerly end of the Reservation, extending 8 miles north from the Spokane River to the north boundary of the Reservation.

There are Stevens-County owned roads within the Reservation, including West End-Wellpinit Road, Ford-Wellpinit Road, and New House Lane. West End-Wellpinit Road is a 22-mile long paved roadway extending from the north boundary of the Reservation north of West End to the center of Wellpinit. Ford-Wellpinit Road is a 10-mile long paved roadway extending from Wellpinit to the east Reservation boundary at Ford, connecting to SR 231. New House Lane is a 1.5-mile long gravel roadway extending from Reservation Road east to the east Reservation boundary and beyond to connect to SR 231.

The only constructed bicycle/pedestrian pathway within the Reservation in Wellpinit and consists of a paved shoulder along the east side of West End-Wellpinit Road extending from the high school south to the grocery store.

Presently, there are no scheduled public transit services within the Reservation.

### **Squaxin Island Tribe**

Located in Thurston County, the Squaxin reservation is 2,300 acres including the 1,500-acre uninhabitable Squaxin Island.

The 1854 Medicine Creek Treaty established the reservation. Squaxin Island Tribe accepted the 1934 Indian Reorganization Act and approved a tribal constitution in 1965.

The Squaxin Island Tribal Council is the sovereign governmental body of the tribe, composed of seven members elected to three-year staggered terms. The Tribal Council oversees all branches of tribal government and enterprises.

The Squaxin Island Tribe has an enrolled tribal member population of 781, an on-reservation population of 238, a Mason County population of 413, and an estimated service area population of 2,498.

The tribe operates a bus service providing fixed route and on-demand public transportation service to on- and off-reservation communities. The tribe also operates a transit hub linking Thurston, Mason, and Grays Harbor County transit services.

About 75 miles of tribal and non-tribal roads are listed in the Squaxin road inventory. The main routes are Washington State Highways 101 and 108, Mason County's Old Olympic

Highway, and Squaxin's Klah-Che-Min Drive. Squaxin is a member of the Peninsula Regional Transportation Planning Organization and the Intertribal Transportation Association.

Tribal enterprises include the Little Creek Casino and Hotel and the Harstine Oyster Company. The tribe also operates the Northwest Indian Treatment Center and the Squaxin Museum Library and Research Center.

The Squaxin Island Tribe has treaty fishing rights and is a member of the Northwest Indian Fisheries Commission.

### **Stillaguamish Tribe**

Known as "The People of the River", the Stillaguamish Tribe of Indians historically occupied the area within the Stillaguamish River Basin -- from its headwaters in the foothills of the Cascade Mountains to the river's mouth on Puget Sound near Stanwood, Washington. Traditionally, the Tribe migrated seasonally along the watershed area and subsisted by hunting, fishing and gathering and trading with neighbor tribes. Early reports by European explorers indicate a population of over 2,000. The population dropped to around 200 where it remains to this day. The Tribe remains one of the most land- and resource-poor Tribes of the country -- designated a "small and needy" Tribe by the Bureau of Indian Affairs.

Great strides have been made over the past 28 years in successfully establishing and maintaining a stable and continuous Tribal organization and community. The Tribal government has developed the capacity to successfully manage federal, state and private foundation programs and funds. Currently, the Tribe manages: 1) social service programs, 2) a Natural Resources Department which co-manages with the State of Washington, all natural resources within the Tribe's Usual and Accustomed Fishing Areas, 3) an ecological rehabilitation and native plants nursery enterprise and 4) strong momentum in economic development.

### **Transportation**

56-Acre Road- The Tribe will be constructing a short service road to the native plant nursery mentioned above in 2004. Final Plans are now being examined by Snohomish County Planning. The project is funded by BIA and this service road will be approximately 1,700 linear feet.

Snohomish County Special Needs Transportation Coalition (SNOTRAC)- The Tribe has been very active over the last three years partnering with several transportation agencies and Snohomish County Human Services. SNOTRAC is working on coordinating existing transportation services to better serve people throughout the county with special needs. The Tribe will speak at the National Tribal Transportation Conference about our extensive contribution in coordinating special needs transportation throughout the county. The Stillaguamish Tribe has provided strong support for the SNOTRAC project by providing the entire coalition cash match for a very competitive state grant we were awarded in July. Our partner, Volunteers of America, is putting together a "one-call center" phone line that will provide user friendly support to anyone in the county who needs transportation assistance. The Stillaguamish Tribe is the fiscal agent for this grant. Several additional phases will be undertaken by SNOTRAC in the future.

### **Suquamish Tribe of the Port Madison Reservation**

Over 850 members belong to the Suquamish Tribe. The reservation population is 4,834, of which 304 are enrolled Suquamish Tribal members. The land area over which the Tribe has jurisdiction is 8,012 acres of which 2,849 are trust lands. The reservation, which is named "The Port Madison. Indian Reservation" was established by the 1855 Point Elliott Treaty

and enlarged by Act of Congress in 1964. The Suquamish Tribe approved a constitution in 1965 that created a sovereign, seven-member council to enforce ordinances and govern the Tribe's assets, programs, and business including a salmon hatchery. Each council member serves a three-year term. The Suquamish have treaty fishing rights and are a member of the Northwest Indian Fisheries Commission.

### **Swinomish Indian Tribal Community**

The reservation was established by the 1855 Point Elliott Treaty and expanded by executive order in 1873. Tribes include the Swinomish, Suquamish, Kikiallus, Skagit, and Samish. Enrolled members equal 650. The reservation is 7,449 acres of which 3,611 acres are Indian land. Reservation population is 2,282 (585 Indian and 1,697 non-Indian).

The Swinomish Indian Tribal Community is a sovereign unit that operates under a constitution ratified in 1936. The Swinomish accepted the 1934 Indian Reorganization Act. The governing body consists of eleven members elected for five-year terms. The Swinomish Indian Senate, and principal tribal officers are elected from within Senate ranks. The Senate oversees tribal assets, businesses, programs\* and enforces ordinances. It takes an active role in land use and environmental planning. The Community has treaty fishing rights and is a member of the Northwest Indian Fisheries Commission. The Tribal Community is a member of the Skagit System Cooperative, which regulates and enhances fishing in the surrounding watershed.

### **Tulalip Tribes**

The 22,490-acre Tulalip Tribes Reservation is located immediately west of Interstate 5 and accessible through Interstate Off-Ramps at Exit 199, 201, and 2002; the Reservation is 5 miles north of the city of Everett in Snohomish County. The Reservation was established by the 1855 Point Elliot Treaty, and subsequently enlarged by an Executive Order in 1873.

The Reservation population of 9,246 (2003 census) includes 2,359 Tulalip Tribal Members. Tribal and Member Trust lands total 12,389+ acres, the balance of 10,101- acres is in fees simple status. The Tribes assertive land re-purchase policy has increased the Tribal Trust holdings by 2,800 acres since 1999.

The Tribal Constitution and By-Laws approved in 1936 provide for tribal governance through a seven- member Board of Directors elected to staggered three year terms providing for continuity in policy formulation and implementation. The Board employs General Managers in governance, casino / bingo enterprises, and most recently to the chartered Borough of Quil Ceda – the most recently chartered federal city.

Marine Drive is the main arterial road running through the Reservation from south to north. This road provides the main access to Tribal Governance centers as well as places of employment, community services, housing and natural resource offices / projects. The Tribes and Community Transit implemented a bus service between governance and business centers and arranges for transport of Tulalip Members to the city of Marysville for some retail shopping.

The Quil Ceda Village is an area established by the Board of Directors for business development, employment, and strategic tax base expansion purposes. This 2,000 acre site is home to the Tribes Casino which opened in 2003, the Tribes Bingo Hall, Wal-Mart Super Store, Home Depot. Projections for expansion include signature to a major premium retail mall in 2004, and further business diversification through development in the following areas during the next 15 years: hotel, retail, theme park, and light industrial development.

## **Upper Skagit**

The Upper Skagit Indian tribe is the successor in interest to 11 bands of treaty signatories to the Treaty of Point Elliot signed on January 22, 1855 and ratified by Congress on March 8, 1859. The Upper Skagit Indian Tribe received formal federal recognition on December 4, 1974. However, it was not until September 10, 1981 that the Upper Skagit Reservation was established on two parcels of land at Bow Hill on I-5 north of Burlington, Washington totaling approximately 26 acres and a 74 acre parcel at Helmick Road east of Sedro Woolley, Washington.

The Bow Hill complex includes community trust lands, individual trust lands of which the Tribe has interest, and fee parcels which the Tribe has ownership. The Tribe designated the Bow Hill Complex as general business in July 1990. In 1995, the Tribe opened The Skagit Valley Casino Resort that now includes a casino; a 103-room hotel and the fall of 2003 opened a gas station with convenience store.

The Helmick Road Reservation serves as the administrative and community center for the Tribe. The Community includes 50 single-family units and 26 rental units that include apartments and duplexes.

The Upper Skagit Tribal Council is the governing body of the Upper Skagit Indian Tribe and consists of seven members duly elected to serve staggered three-year terms. The General Council annually elects the chairman and vice-chairman. The Tribal Council elects the secretary and treasurer.

Washington State Highway 20 is the main connector to the Helmick Road Reservation, which lies approximately one and a half mile east of the town of Sedro Woolley, Washington. The bow Hill Complex and Reservation is on Inter-State 5 approximately one hour north of Seattle, Washington and one hour south of Vancouver, British Columbia, Canada.

## **Confederated Tribes of the Yakama Nation**

Located on 1.4 million acres in Yakima and Klickitat counties, the reservation has a population of nearly 30,000 with 16,000 Native Americans of which 9676 are enrolled Yakama's. The reservation was established by the Yakama Treaty of 1855 and later by legislative and judicial action. Ancestors of the 14 Tribes and Bands that make up the Yakama Nation have lived in the Columbia Plateau for more than 10,000 years.

The Yakama rejected the 1934 Indian Reorganization Act and formally organized their government in 1935. The Business Council of the Confederated Tribes of the Yakama Nation is composed of 14 members serving four-year terms, each member representing one of the peoples who signed the Yakama treaty. Every tribal enrollee over 18 is also included in the ultimate governing body, The Tribal General Council.

The Yakama Reservation comprises 1.4 million acres in Yakima and Klickitat counties in Eastern Washington. The cities of Yakima and Union Gap adjoin the reservation to the north; Wapato and Toppenish are located in the east. Of the total acreage, 1.1 million acres are in trust status.

Direct highway access from Seattle and other points northwest of the reservation is by way of I-90; I-90 also serves access from Spokane and points east along with U.S. 395; from Portland and points south access is via I-84 and U.S. 97. Direct access from the west is not available



to the traveling public. The reservation is currently served by over 1800 miles of public roads; state county and municipal public highways, roads and streets and 150 miles of BIA Indian Reservation Roads along with over 2000 miles of tribal private roads.

Timbered mountains and rolling agricultural valley areas characterize the majority of the reservation. Land uses include timber production, agriculture, industry, grazing, hunting, and residential and business facilities. The timber industry is the major income producer on the reservation producing 160 million feet of lumber each year.

Yakama Nation Forest Products has a Phase II small log mill located in White Swan. A new state of the art computerized Phase III large log mill was completed in 2003. Shipping is by truck utilizing the Signal Peak Highway and Fort Road to locations throughout the United States. The railroad was complete in 2002 from White Swan to Wapato and is used by the Toppenish-Simcoe Railroad hauling wood products to the Burlington-Northern Santa Fe Railroad for delivery out of state.

Historically, tribal government has provided most employment on the reservation, but with the addition of the new lumber mill, the casino and the new convention center, tribal employment has become much more diversified. All the above businesses employ well over 90% Yakama. Gaming, recreation, tourism, and rock products are becoming more important to the tribal economy with some dramatic changes expected.

Yakama Nation Housing has already built over 800 units in several clusters with 150 more units to be built in 2004. Each new housing unit means more roads, more driveways, more access roads, more gravel, more asphalt which all leads to more jobs for the Yakama.



## **Chapter 2**

### **Key Transportation Issues of Indian Tribal Governments**

#### **TEA-21 Relationship to American Indian Tribal Governments**

TEA-21 recognizes the unique and special status of Indian Tribal Governments and special provisions have been made to ensure that federal-tribal trust obligations are met. Trust obligations to meet the needs of tribes remain even though TEA-21 funding may be administered by State Transportation Agencies. The Doctrine of Federal Trust Responsibility requires the federal government to upgrade tribal infrastructures systems up to a level comparable to non-Indian transportation systems. Tribes in Washington State are eligible to apply for state TEA-21 program funds. Tribes also have set aside funding available through the Indian Reservation Roads (IRR) program administered by the Bureau of Indian Affairs (BIA).

Washington State's Office of the Governor and the Tribal Governments within the State have entered into an agreement called the Centennial Accord. The Centennial Accord establishes a government-to-government relationship between the State and the Tribes, by recognizing the sovereignty of the Tribal Governments. As mandated by the Centennial Accord and subsequent 1999 Millennium Agreement, WSDOT issued an Executive Order on Tribal Consultation and developed a Centennial Accord Plan. The Centennial Accord Plan describes how the various WSDOT offices and divisions work with tribal governments. TEA-21 also mandates tribal involvement in statewide TEA-21 planning processes. Many Indian reservations contain state and local highways within their exterior borders. It is a state responsibility to ensure adequate tribal input for these roads. Tribes are trying to take greater responsibility for their transportation systems including roads, transit, and non-motorized modes.

The Bureau of Indian Affairs Indian Reservation Roads (IRR) program is funded under 23 USC Section 204 Federal Lands Highways Program from the Highway Trust Fund (HTF). These IRR funds are distributed by administrative formula to regional BIA Offices. The IRR includes all public roads on or providing access to Indian lands and tribally controlled public secondary vocational school routes. There are nationally, 29,013 miles of BIA and 26,932 miles of other local public roads in the IRR. In Washington State there are 1,440 miles of BIA and tribal public roads; there are also 2,233 miles of state local IRR roads.

The historical relative need formula rewards large mileage tribes and didn't consider multimodal safety, new growth and economic development of small tribes. Under TEA-21 a new formula was to be developed through negotiated rule making. Annual nationwide IRR allocations for fiscal years 1999 to 2003 averaged \$204.7 million for the 570 federally recognized Tribal Governments. At those funding levels, it will take over 20 years to meet the basic current needs, without considering future demands.

The BIA Northwest Regional Office administers IRR funds for Tribal Governments in Washington State. The BIA is responsible for IRR road inventories and oversight of planning and implementation for Tribal Governments with regard to BIA and tribal road projects using HTF. Under PL 93-638, the Indian Self-Determination and Education Assistance Act, tribal governments can contract for IRR funds to administer and implement 23 USC construction projects. This is along with the two percent set aside for transportation planning that includes

tourism and recreation transportation planning. Other IRR project related activities may include: adjacent vehicle parking, road sealing, interpretive signing, acquisitions of necessary scenic historic sites, provision for pedestrian and bicycles, roadside rest areas including sanitary and water facilities and other appropriate public road facilities as visitor centers. Prioritization of projects is done through implementation of tribally based Transportation Improvement Program (TIP). Tribal TIPs are incorporated into State Transportation Improvement Program (STIP) through the BIA and Federal Lands Highway Office.

### **Tribal Administrative Capacity Building**

The greatest problem is limited or non-existent transportation planning capacity in tribal governments. WSDOT, BIA and the tribes need to work together to identify and receive funding support to build tribal administrative capacity. State set aside funding for Tribal Governments has been suggested by some as a solution to meet the state's requirement to include tribes in reauthorization planning. Many tribes were not involved in state ISTEA planning and participation by tribes often has been limited. In many cases, tribal relations with local governments are difficult. Some tribes feel they have experienced unfair treatment from some Regional Transportation Planning Organizations (RTPOs). Also, many tribes lack the resources to participate in the RTPO and other coordination processes.

### **Government-to-Government Relationships**

The relationship between Tribal Governments, WSDOT and Regional Transportation Planning Organizations (RTPOs) is another key issue. The WSDOT Centennial Accord Plan recognizes the sovereign status of tribes and decrees that tribes shall be accorded the respect of government-to-government relations. This policy must be carried out in state TEA-21 implementation plans and processes. The tribes and state should coordinate their TEA-21 planning to maximize opportunity for project support and cooperation. Tribes have been invited to participate in State TEA-21 planning through the RTPO process as a separate governmental unit. Some tribes have done so. Other tribes view this as a violation of the Centennial Accord and therefore view that as an infringement on Tribal Sovereignty. Under this opposing view, some Tribal Governments would like to see involvement at a higher level in the state. At the tribes' request, WSDOT has provided some funding support for the creation of a Tribal Transportation Planning Organization (TTPO). Established in December 2003, the statewide organization will meet quarterly to discuss tribal transportation issues. This is not a tribal RTPO, as RTPOs are created by the state legislature. Tribes are still encouraged to participate in their local RTPO / MPOs.

### **Intergovernmental Communication**

WSDOT and the tribes both need to further clarify their communication processes. WSDOT has a Centennial Accord Plan, which outlines how they will implement their government-to-government consultation. However, this still needs to be fully implemented throughout the agency. Tribes also need to create consultation plans, which outline their consultation protocols and processes. Both WSDOT and the Tribes need to reduce their response time when recommendations are made.

### **Equitable Maintenance of State and Local Roads on Reservations**

There are numerous examples throughout the state when county or state roads passing through a reservation are not maintained equally on and off the reservation. In some cases, there is a misperception that all roads, be they IRR or county, are maintained by the BIA. Tribal, State and local governments need to come to coordinate better on maintenance processes.

## **Workforce Development**

Tribal governments in Washington have identified employment as a key issue due to the general depressed economic conditions on most reservations and the resultant high unemployment, which typically ranges from 25 percent to 75 percent. Many tribes in Washington have implemented Tribal Employment Rights Ordinances (TERO) to give hiring preference to federally recognized tribal members. Indian preference employment provisions may also apply to some roads near reservations. Many tribes also have information on labor force availability and information regarding Indian-owned contractors and suppliers. The state also has special programs for minority contractors. WSDOT recently changed its contract language from “contractors should comply” to “contractors will comply” to TERO when working on or near the reservation. It goes on to say: If the tribal laws and taxes do apply, the Contractor shall comply with them in accordance with Section 1-07.1” This is under Legal Relations and Responsibilities to the Public where the word tribal was added: “The Contractor shall always comply with all Federal State, tribal, or local laws, ordinances and regulations etc....” The tribes suggest that these existing programs be utilized to address minority business contracting & and employment issues.



# **Chapter 3**

## **An Overview of Federal, State, and Other Transportation Programs**

### **The Federal Funding Process**

#### **How Funding is Authorized by Congress**

The federal government periodically passes a surface transportation act, which provides funding for transportation programs. Surface transportation acts were passed in 1979, 1982, 1987, 1991 and most recently in 1998. The 1998 Act, the Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21), authorized surface transportation program for six years (FFYs 1998-2004). Surface transportation acts generally do the following: Add, eliminate, or modify transportation programs; set authorization levels that define the maximum amount of money that can be expended for surface transportation programs; make special requests, such as or studies and demonstration projects; and provide direction to the US. Secretary of Transportation for the allocation of discretionary funds.

#### **Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21)**

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) is the current authorizing vehicle for federal aid to state and local governments for surface transportation programs. This legislation contains eight titles covering federal-aid highways, national trails, mass transportation; highway safety; motor carrier provisions; intermodal transportation; research programs, studies and activities; intelligent vehicle systems; advanced transportation systems; air transportation; and the extension of highway-related taxes and the Highway Trust Fund.

Highway programs of TEA-21 are financed primarily from the Highway Account of the Federal Highway Trust and, with some small federal General Fund resources used for specific, identified projects and programs. Transit programs are enacted from both the Federal General Fund and the Mass Transit Account of the Highway Trust fund. The Highway Trust fund receives most of its revenue from taxes on gasoline and diesel fuels -- currently at rates of 18.4 cents and 24.4 cents per gallon, respectively. Federal taxes on tires, trucks and trailers and interest earnings provide the remainder of the Trust Fund revenues.

#### **Federal Highway Administration (FHWA) Funding**

Based on authorization established in the Surface Transportation Act, FHWA uses the authorized maximum levels of funding for each program and formulas established by law to determine the apportionment each state receives. These apportionments are determined by statutory formula, after certain deductions. States are then notified of the annual apportionments by program after October 1 of each year (the start of the Federal Fiscal Year, or FFY). During the course of the FFY, each state may receive additional allocations of federal funds through various discretionary programs, usually upon application to the FHWA.

Apportionments represent the amount that can be obligated by a state during a fiscal year, rather than the amount of cash that the state will actually reimburse for projects undertaken with federal assistance. Reimbursement takes place only after the state has paid for a project and sent a request for reimbursement to the FHWA. Federal control over the amounts of cash that the FHWA will have to ultimately send to states to reimburse them for project costs is

exercised thought the establishment of the annual “limitation on obligations” as a part of the federal budget process. Each year in the U.S. Department of Transportation Appropriations Act, Congress establishes an upper limit (the limitation on obligations) on the amount of obligation that all states can incur. This limit may or may not be equal to the apportionment level set in the authorization bill, and in fact can vary widely from that level. In FFY 1992, or example, the obligation limitation was set at over 99 percent of the authorization in ISTEA in FY 1993; however, the obligation limitation was set at about 82 percent of the authorization. Apportionment that cannot be used in the year in which they are received can be carried over to future years as unobligated apportionments. Generally these apportionments can be used for a period of four years. If they have not been used at the end of four years, they “lapse” (expire) and are no longer available to the state.

The state can receive additional obligation authority through a process called “redistributed obligation authority.” Each fiscal year (FY), towards the end of the FY, FHWA surveys all states to determine whether they will use all of the obligation authority they have received and whether they could use additional obligation authority by the end of the FFY if it were made available. States that are not able to use their obligation authority return it to FHWA and FHWA “redistributes” it to states that can use it. Washington has had an excellent record in being able to not only use all of its annual obligation authority, but also in getting and using redistributed obligation authority.

### **FHWA Funding Programs**

FHWA funds may be used to pay project costs for general transportation planning, preliminary engineering, right-of-way acquisition, construction, and audit. FHWA funds may only be expended after authorization by WSDOT through FHWA. They cannot be used for lobbying efforts.

Donated lands may be used as part of the agencies’ match to the project under certain conditions. (See Section 25.08 in the LAG manual for the conditions.)

With the passage of the Transportation Equity Act for the 21st Century (TEA-21), roadways eligible for FHWA administered funds are:

- the National Highway System (NHS),
- the Interstate System, which is a component of the NHS, and
- non-NHS routes which include all other functionally classified routes except rural minor collector and local access. (Except up to 15% of Surface Transportation Program (STP) rural dollars can be used on rural minor collectors.)

The NHS provides an interconnected system of principal arterials and other highways serving major population centers, international border crossings, ports, airports, public and intermodal transportation facilities, and other major travel destinations to meet national defense needs and to serve interstate and inter-regional travel.

Routes, which must be included on the NHS, are principal arterials, interstate highways, highways on the Strategic Highway Network (STRAHNET), major STRAHNET connectors, and congressional high priority routes.

For local agencies, a reimbursement-type program, the Surface Transportation Program (STP), is available for financing STP-eligible transportation projects. The following are the funding categories (see Section 12.3 in the LAG manual):



- Surface Transportation Program (STP):
  - Regional Competition
  - Statewide Competition
  - Transportation Enhancement
  - Safety (Hazard Elimination and Railroad Grade Crossing)

The following programs also provide FHWA funds to local agencies for transportation projects:

- NHS
  - Emergency Relief Program (ER)
  - Bridge Replacement and Rehabilitation (BRR)
  - Congestion Mitigation and Air Quality (CM/AQ)
- Local agencies with national highway system mileage are provided “NHS STP Replacement” funds as additions to their STP funds. (Section 12.36 of the LAG manual provides further information).

### **Planning Requirements**

At the state and federal levels, policies and procedures have been established to provide for area wide coordination of transportation programs.

The metropolitan planning provisions of TEA-21 provide an enhanced role for local governments. The Metropolitan Planning Organization (MPO) is responsible for developing, in cooperation with the state and transit operators, a long-range transportation plan and a transportation improvement program (TIP) consistent with the long-range plan. All projects in an MPO area using Title 23 or Federal Transit Act monies must be included in the TIP in order to proceed (refer to Appendix 12.62 of the LAG Manual).

The planning process requires consideration of land use, intermodal connectivity, methods to enhance transit, and needs identified through new technical management systems.

MPOs with populations over 200,000 are designated as Transportation Management Areas (TMAs). TMAs have project selection authority for regional STP and CM/AQ funds in consultation with the state. Washington MPOs and designated county area lead agencies are given project selection authority for regional STP funds by an agreement developed through the TEA-21 Steering Committee.

### **Coordination With Planning Agencies**

TEA-21 requires a continuous transportation planning process. That process involves:

- TMA long-range transportation plans
- MPO long-range transportation plans
- a statewide long-range transportation plan
- a Statewide Transportation Improvement Program (STIP)

Development of the STIP includes:

- all TMA transportation improvement programs
- all MPO transportation improvement programs
- all improvement programs for the remainder of the state
- involvement of:
  - local agencies
    - Regional Transportation Planning Organizations (RTPOs)
    - Transportation Management Areas (TMAs)

- Metropolitan Planning Organizations (MPOs)
- WSDOT
- transit agencies
- the Governor's Office

## **Statewide Transportation Improvement Program**

### ***Introduction***

The following are the basic required elements of the STIP, which must be approved by FHWA and the Federal Transit Administration (FTA):

- Identifies all proposed highway and transit projects in the state funded under Title 23 United States Code (USC) and the Federal Transit Act, including Federal Lands projects.
- Incorporates the metropolitan transportation improvement programs approved by the TMAs and MPOs.
- In carbon monoxide, ozone, or PM-10 nonattainment areas, includes projects that conform with the State Implementation Plan (SIP).
- Maintains consistency with expected available funding.
- Identifies selection priorities developed with appropriate consultation and/or coordination with local jurisdictions, metropolitan planning organizations, and Federal Lands agencies.
- Contains all regionally significant transportation projects requiring FHWA or FTA approval, regardless of funding.
- Meets the requirements of 23 USC 135(f), Statewide Planning, coordination with local jurisdictions, and review by FHWA.

TMA and MPO TIPs must:

- Be annually updated and approved by the MPO and the Governor.
- List all projects, including pedestrian and bicycle transportation facilities, to be funded by Title 23 or FTA.
- Have reasonable opportunity for public comment prior to approval.
- Include a list of prioritized projects.
- Include a financial plan for implementing the projects that is also consistent with reasonable expectation of available funding.
- Have projects consistent with the long-range plan.

Additionally, projects funded only with state or local sources may be included in the STIP. For consistency in planning and coordination of projects, agencies are encouraged to include all projects for which funding is secured.

### **STIP Processes and Responsibilities**

The following timelines reflect the general processes and responsibilities reflected in state and federal law to achieve compliance with the list above. This is a very time consuming process. All of the steps noted are dependent upon other steps in the process, and all levels of government in the state of Washington must adopt — and their operations reflect — a high level of cooperation and communication.

The timelines are crucial in managing transportation funding. The times noted are based on reasonable time limits to perform the various functions. Adequate time must also be provided for the physical transmission of paper and data, as well as the discussions and analyses required at the various levels.

## Local Agency STIP Timelines

Deadline	Description
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March 15	Non-MPO lead agencies notify regional partners and interest groups of funding availability and request project submittals.
May 1	Highways and Local Programs notifies local agencies of deadline to adopt and submit their six-year programs.
May 31	Local agencies submit projects to non-MPO lead agencies to conduct project prioritization and selection process for the next three years.
June 15	MPOs notify regional partners and interest groups of funding availability and request project submittals.
June 15	Local agencies advertise for internal six-year program hearings.
<b>June 30</b>	<b>All cities, towns and transit (except counties) must have their six-year programs adopted.</b>
July 15	Local agencies submit six-year programs to Region Local Programs, MPOs, and RTPOs. Region Local Programs reviews and submits regional TIP to RTPo and Highways and Headquarters Local Programs.
July 31	Agencies submit project proposals to MPOs.
August 15	RTPOs and WSDOT provide a forum and advertisement for region wide public workshops, for review of the non-MPO proposals.
August 30	MPO assemble regional TIP and prepare analysis for conformity finding.
Sept. 15	RTPOs and WSDOT regions provide public workshops for review of non-MPO project proposals for regions outside of the MPOs. MPOs provide public involvement.
<b>Oct. 1</b>	<b>WSDOT Headquarters Highways and Local Programs assemble the statewide STIP, including all MPO, local, and WSDOT programs.</b>
Nov. 1	WSDOT Headquarters Highways and Local Programs submit Draft STIP to WSDOT Region Local Programs, WSDOT Region Program Management, and MPO/RTPo for review and corrections.
Dec. 1	WSDOT Headquarters Highways and Local Programs submit the Final STIP to FHWA, FTA, and EPA for beginning the conformity analysis required under the Clean Air Act (when required).
Dec. 31	Highways and Local Programs receive notice of FHWA/FTA approval of the STIP.
Dec. 31	Counties <b>must</b> have annual budgets adopted.
January 1	All agencies may continue obligating projects until the new STIP is approved.

## Local Agencies Outside MPOs

Local agencies outside MPOs are required to comply with the state six-year programming laws, RCW 35.77.010 and 36.81.121, as well as with federal law under TEA-21, 23 USC, for any projects they wish to do with federal funds.

Project identification is accomplished individually for locally and federally funded projects; project selection for federally funded projects is accomplished through county area lead agencies (see Appendix 12.66 of the LAG manual).

Public involvement includes the six-year program hearings and the public comment processes for the regions. Reporting is accomplished through the submittal of the six-year programs to Region Local Programs and forwarded to WSDOT Headquarters Highways and Local Programs.

## **TMAAs and MPOs**

Local agencies inside MPOs are also required to comply with the state six-year programming laws, RCW 35.77.010 and 36.81.121, as well as with federal law for any projects they wish to do with federal funds.

Project identification is generally accomplished individually for locally and federally funded projects with project selection through the MPO for federally funded projects. A separate process is used for federally funded statewide competitive projects including, bridge, safety, enhancements and STP competitive, followed by a confirmation by the MPO.

Public involvement includes the six-year program hearings and the MPO public comment processes. The assembled MPO program must be submitted to the Governor's Office for approval.

Reporting is accomplished through the submittal of the MPO-TIP to WSDOT Headquarters Highways and Local Programs and the MPO submittal to the Governor's Office through WSDOT Headquarters Planning and Programming. That MPO TIP is then used to assemble the STIP.

## **WSDOT**

WSDOT has primary responsibility for implementation of the STIP process. This cannot be accomplished without recognizing the requirements of all transportation providers in developing their various TIPs. Highways and Local Programs, and WSDOT Headquarters Planning and Programming have critical roles in managing the process and funds.

The six regional Program Development Offices and the Washington State Ferries are all deeply involved both in developing their respective programs and in coordinating and prioritizing those programs with the various local agencies and transit agencies. WSDOT not only develops programs internally, but it also competes in all TMAs for regional STP enhancement and statewide competitive funds. In addition, WSDOT may cooperate with local agencies on specific projects. This requires knowledge of all the various processes, as each region and agency will have some unique characteristics in its program development processes.

## **RTPOs**

The Growth Management Act (GMA) requires a regional approach to transportation planning. To facilitate the planning process, the Act authorizes the formation of Rural Transportation Planning Organizations (RTPOs). RTPOs are not involved in project selection but have the responsibility for public involvement in the TIP (unless the locals agree to their acting as lead agency for project selection) (refer to Appendix 12.64 of the LAG manual for RTPO map).

In the preparation of long-range plans and TIPs, TEA-21 requires consideration of the land use impact of transportation decisions and requires that transportation decisions be made on a regional basis. In Washington, the regional orientation of the planning process is reinforced by vesting planning and project selection authority not only in TMAs, but also in MPOs and in county areas outside MPOs and RTPOs. TEA-21 also mandates that long-range plans and TIPs be financially feasible. The goals and requirements of GMA and TEA-21 complement each other, and the STP funds help achieve growth management objectives.

TEA-21 places considerable new emphasis on transportation planning and programming activities at both the regional and state levels. For the first time, there is a federal requirement

for a statewide planning process and a mandate to plan in consultation and coordination with regional planning organizations.

To fulfill the planning mandate of TEA-21, regional planning organizations and the state must provide adequate funding and staff. By agreement within Washington State, the smallest regional planning organizations (RTPOs) and initially county areas outside MPOs, are being offered STP funds specifically earmarked for planning and programming purposes to ensure that the mandate can be met. The regional planning approach also calls for new cooperative intergovernmental relationships and additional opportunities and mechanisms for public participation.

### **Non-NHS Funding Sources**

#### **Cost Sharing**

The following matrix shows the matching share for available programs and project categories.

<b>Program(s)/Project Categories</b>	<b>Minimum Local Share</b>
National Highway System, Surface Transportation Program, Congestion Mitigation and Air Quality Improvement	13.5%
Bridge Replacement and Rehabilitation (BRR); Timber Bridge Research and Demonstration; Indian Reservation Roads; Bridges; Demonstration Projects; Ferry Boats and Terminal Facilities; State Planning and Research; Intelligent Vehicle Highway Systems; Scenic Byways; Highway Related Safety Grants; Motor Carrier Safety Grants; Bicycle and Pedestrian Facilities	20%
Federal Lands Programs Including Indian Reservation Roads, Public Lands Highways and Parkways; Park Highways; and Highway Safety Research and Development (R&D)	None
Emergency Relief (first 180 days)	None
Emergency Relief (after 180 days)	(1)*
Metropolitan Planning	13.5%
Railroad-Highway Crossing Safety Program	None
Safety Program	10%
Recreational Trails Grants, Highway Priority NHS Corridor Studies	None

\*(1) Equal to the local share that would be required on the federal aid highway on which the emergency repair happens.

#### **Note:**

These projects, as well as any others funded with TEA-21 funds, must be included in the TIP/STIP.

## Surface Transportation Program

STP is a program that may be used by local agencies for any roads (including NHS) that are functionally classified except for local access. These roads are now collectively referred to as federal aid highways. Bridge, safety, and railroad projects are not restricted to federal aid highways but may be on any public road.

**Note:** With TEA-21 there is a special rule for areas of less than 5,000 population. TEA-21 permits up to 15 percent of amounts reserved for rural areas to be spent on rural minor collectors. [1108(f)]

## Types of Eligible Projects

Eligible projects include:

- New construction, reconstruction, seismic retrofit, operational improvements, 2-R and 3-R, including the interstate system and bridges.
- Capital costs for transit projects eligible for FTA funding.
- Fringe and corridor parking, carpool, vanpool, bicycle, and pedestrian facilities.
- Highway and transit safety improvements.
- Highway and transit research and technology transfer.
- Capital and operating costs for traffic monitoring, management and control facilities, and programs.
- Surface transportation planning.
- Transportation enhancement activities.
- Certain Clean Air Act transportation control measures (TCMs).
- Development and establishment of management systems.
- Wetlands mitigation (i.e., surface drainage and banking).
- Sodium acetate/format, or other environmentally acceptable, minimally corrosive anti-icing and de-icing compositions.
- Programs to reduce extreme cold starts.
- Environmental restoration and pollution abatement projects, including retrofit or construction of stormwater treatment facilities.
- Natural habitat mitigation but specifies that if wetland or natural habitat mitigation is within the service area of a mitigation bank, preference will be given to use the bank.
- Privately owned vehicles and facilities that are used to provide intercity passenger service by bus.
- Modifications of existing public sidewalks (regardless of whether the sidewalk is on a Federal-aid highway right of way), to comply with the requirements of the Americans with Disabilities Act (ADA).
- Infrastructure based intelligent transportation system capital improvements.

Contact the Region Local Programs Engineer if clarification of eligibility is needed.

## Matching Requirements

The basic program is 80 percent federal/20 percent local. However, this is modified to 86.5 percent/13.5percent due to adjustments for public lands in Washington.

**a. STP — Regional Competitive Program (STPR/STPU)**

1. Objective — improve transportation facilities based upon regional priorities.
2. Eligibility — projects must be on federally functional roads classified higher than rural minor collector and local access roads. All transportation modes are eligible.
3. Selection Criteria — the criteria and applications procedures are established by the TMA, MPO, RTPO, or lead agency who inform the local agency of the selection.

**b. STP — Statewide Competitive Funds (STPC)**

1. Objective — develop, improve, and/or preserve an integrated transportation system that encourages multimodal choices to the public.
2. Eligibility — projects must be on federally functional roads classified higher than local and rural minor collectors.
3. Selection Criteria — the Transportation Improvement Board (TIB) will develop statewide project selection criteria and select projects.
4. Application Procedures:
  - Criteria are established each year by the TIB Board, described in RCW 81.104.030 or 81.104.040.
  - Letters soliciting projects from local agencies, ports, and others are sent out by WSDOT Headquarters Highways and Local Programs.
  - Agencies submit proposals to WSDOT Headquarters Highways and Local Programs. Highways and Local Programs forwards proposals to the TIB.
  - The TIB selects projects for funding based on the prioritization method it establishes.
  - Headquarters Highways and Local Programs staff informs the local agencies of TIB's selections.
  - Local agencies initiate projects following the procedures in the LAG manual.

**c. STP — Transportation Enhancement Program (refer to Chapter 62 of the LAG manual for standards)**

1. Objective — add value to transportation systems. The following activities are considered enhancements and may be eligible for funding:
  - Pedestrian or bicycle facilities.
  - Acquisition of scenic easements or scenic historic sites.
  - Scenic or historic highway programs (including provision of tourist and welcome center facilities).
  - Landscaping and other scenic beautification.
  - Historic preservation.
  - Rehabilitation and operation of historic transportation buildings, structures, or facilities — including historic railroad facilities and canals.
  - Preservation of abandoned railway corridors — including conversion for use as bicycle or pedestrian trails.
  - Control and removal of outdoor advertising.
  - Archaeological planning and research.
  - Provision of safety and educational activities for pedestrians and bicyclists.

- Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.
  - Establishment of transportation museums.
2. Eligibility — projects must be one of the qualifying activities listed and must be transportation related. Environmental activities must go beyond what is customarily provided in projects.
  3. Selection Criteria — projects must be recommended and prioritized by the region (RTPO, MPO) and selected by the TIB.
  4. Application Procedures:
    - Application requirements are established annually by the TIB.
    - All MPOs/RTPOs sponsor transportation enhancement workshops early each year to inform the public of the program and the process for applying for funding.
    - MPOs/RTPOs establish a schedule for submitting projects. Agencies contact their MPO or RTPO for the schedule requirements.
    - Each MPO/RTPO establishes its own criteria for prioritizing projects and ranks projects within its respective area.
    - Prior to MPO/RTPO policy board approval, each MPT/RTPO forwards the prioritized project applications to WSDOT Headquarters Highways and Local Programs for review of project eligibility.
    - After the policy board approval, each MPO/RTPO submits its prioritized projects to WSDOT Headquarters Highways and Local Programs.
    - The TIB reviews the project's proposals and recommends funding for projects, giving equal consideration to:
      - Local priorities as established by the MPO/RTPO.
      - Diversity of projects.
      - Statewide distribution of funding.
    - The TIB submits their recommendations to the Legislative Transportation Committee in January.
    - Headquarters Highways and Local Programs staff informs applicants of their approved projects.
    - Local agencies initiate their projects following the procedures in the LAG manual.

**d. Railway-Highway Grade Crossing Program** (Chapter 32 of the LAG Manual for special requirements)

1. Objective — reduce fatalities, injuries, and damages through improved railway-highway crossings.
2. Eligibility — a crossing on any public road is eligible to receive federal funds. At least half of the available funds shall be designated for the installation of protective devices at railway-highway crossings.
3. Typical Projects — eligible projects include installation of standard signs and markings at all public crossings, installation of train-activated warning devices (crossing surfaces), approach work, illumination for safety, etc.
4. Matching Requirement — federal aid 100 percent with no local match required. (See Chapter 32 of the LAG manual for more detail).



5. Application Procedures:

- (a) Upon receipt of federal aid allocations, Highways and Local Programs periodically solicits project proposals from local agencies.
- (b) The request for submittal of project proposals outlines general requirements that projects must meet in order to be considered for funding.
- (c) Project proposals are analyzed and prioritized and projects are selected in cooperation with the Washington Utility and Transportation Commission staff.
- (d) Agencies are notified regarding funding for their projects.

**e. Safety Program (STPS)**

- 1. Objective — improve specific locations which constitute a danger to vehicles or pedestrians as shown by frequency of accidents. Danger to bicyclists is now included in survey of hazardous locations.
- 2. Eligibility — projects must be located on a public road system. These projects may include (but are not limited to):
  - Intersection improvements
  - Alignment changes
  - Installation of railroad and other protective devices, etc.
  - Opened to Interstates (previously excluded), any public transportation surface facility, and any public bicycle or pedestrian pathway or trail.
  - Traffic calming.

Major reconstruction of appreciable lengths of roadway will not qualify for funding under this program.

- 3. Funding — federal aid 90 percent with 10 percent local match.
- 4. Application Procedures:
  - (a) Upon receipt of federal aid allocations, Highways and Local Programs periodically solicits project proposals from local agencies.
  - (b) The request for submittal of project proposals outlines general requirements that projects must meet in order to be considered for funding.
  - (c) All submittals are prioritized. The number of projects selected depends upon the availability of funds.
  - (d) Agencies are notified regarding funding for their projects.

**Bridge Replacement and Rehabilitation Program (BRR)**

(refer to Chapter 34 of the LAG Manual for more detail)

- a. Objective — replace or rehabilitate roadway bridges over waterways, other topographical barriers, other roadways, railroads, canals, ferry landings, etc., when those bridges have been determined deficient because of structural deficiencies, physical deterioration, or functional obsolescence.
- b. Eligibility — bridges on public roads are eligible for funding. Funding for rehabilitation, seismic retrofit, and painting are eligible.

Long approach fills, connecting roadways, interchanges, ramps, and other extensive earth structures, when constructed beyond the attainable touchdown point are, in general, ineligible for federal participation in the bridge program.

Bridges replaced using FHWA funds are not eligible for additional funding for a 10-year period.

Bridges rehabilitated using FHWA funds are not eligible for additional funding for a 15-year period as adopted by the Bridge Replacement Advisory Committee (BRAC).

- c. Typical Projects — projects eligible for funding may include (but are not limited to) the following:
  - 1. Total replacement of a deficient bridge at or near its existing location.
  - 2. Total replacement of a deficient bridge by a new structure in the same general corridor.
  - 3. Removal of a deficient structure and provision of alternate access at or less than the cost of replacement.
  - 4. Rehabilitation or replacement of major structural members that increase the structural integrity and life of the bridge. This may include seismic retrofitting and painting of structure.
- d. Matching Requirement — see Chapter 34 of the LAG Manual for details.
- e. Application Procedure
  - 1. All local agencies must inventory their structures in accordance with the National Bridge Inspection Standards (NBIS) and Washington State Law, with the results being entered according to the State of Washington Inventory of Bridges and Structures (SWIBS) procedures.
  - 2. From the inventory data, a priority listing is established. Bridges are funded on a priority basis as funds become available. Projects are evaluated and selected on a priority basis by BRAC which is composed of three representatives each from the counties, cities, and WSDOT.

For procedures for applying for seismic retrofitting or painting categories, contact the Region Local Programs Engineer.
  - 3. Agencies are notified of project selection.

### **Congestion Management/Air Quality (CM/AQ)**

- a. Objective — fund transportation projects and programs that will contribute to attainment of National Ambient Air Quality Standards (NAAQS). Although the primary emphasis is on ozone and CO levels in nonattainment areas, some transportation projects and programs addressing air pollution with particulate matter greater than 10 microns (PM-10) may be eligible under certain conditions. TEA-21 expands the areas that are eligible to receive CM/AQ funding to include:
  - PM-10 nonattainment and maintenance areas
  - Areas designated as nonattainment under the 1997 revised air quality standards.

TEA-21 also limits eligibility of nonattainment and maintenance areas designated prior to December 31, 1997, to areas classified sub marginal through extreme for ozone, and moderate or serious for CO and PM-10.

The primary intent is for these projects and programs to result in tangible reductions in ozone precursor and CO emissions within a timeframe to allow attainment as provided in the Clean Air Assistant Act (CAAA) of 1990. It is important to note that the Clean Air Act requires highest priority be given to the implementation of the transportation portions of applicable SIPs and TCMs from applicable SIPs.

- b. Eligibility — all projects eligible for CM/AQ funds must be included in a conforming transportation plan and TIP, and conform to the requirements of the Clean Air Act. They must also meet the National Environmental Policy Act (NEPA) and be a part of the STIP.

Projects that are eligible for CM/AQ funds include the following. Other projects and programs may also be considered for funding if the activities are innovative and based on promising technologies and feasible approaches which will improve air quality.

- transportation activities in an approved SIP
- transportation control measures (TCMs)
- bicycle and pedestrian facilities and programs
- management systems
- traffic monitoring, management, and control operations
- emission inspection/maintenance programs
- public transit projects
- highway and transit maintenance and reconstruction projects
- planning and air quality monitoring projects
- public/private initiatives
- extreme low-temperature cold start programs
- Magnetic Levitation Transportation Technology Deployment program projects.

Air quality benefits must be determined and documented to have projects qualify for CM/AQ funds.

CM/AQ funds cannot supplant existing funds. If CM/AQ eligible work is included within a project that is funded by another federal fund source, the CM/AQ eligible work must be funded using the federal fund source for the rest of the project.

Project planning activities are eligible only if the project leads directly to construction of a CM/AQ project; that is, system planning and other non-project specific planning is not eligible. Developing computerized systems, such as a Geographic Information System, are not eligible. Studies to analyze future transportation needs are eligible only to the extent they are needed to develop project specific construction plans.

Travel demand programs are eligible if the air quality benefits are determined and documented.

Sidewalk extensions and wheelchair ramps are eligible if they are incidental to an eligible CM/AQ project, but are not eligible if they are constructed as modifications to existing curbs.

Paving projects for dust control are eligible only in areas where PM-10 nonattainment has been attributed to transportation sources.

Purchasing of alternate fuel buses and refueling stations for bus fleets requires transfer of CM/AQ funds to FTA and an eligibility determination by FTA.

Transit conversion to alternate fuel requires transfer of CM/AQ funds to FTA and a determination of eligibility by FTA.

Converting municipal fleet operations to alternate fuel source such as compressed natural gas is eligible in areas that require conversion as a measure to meet noncompliance in the Clean Air Act.

Personal rapid transit systems require transfer of CM/AQ funds to FTA and an eligibility determination by FTA.

- c. Matching Requirement — Federal participation for most CM/AQ projects is 80 percent which is increased to 86.50 percent due to public lands adjustments. Pedestrian and bicycle activities are limited to 80 percent federal participation. Some activities on the Interstate System can be 90 percent federal participation.
- d. Application Procedure — These funds are dedicated to the three Washington State air quality nonattainment areas in the Central Puget Sound, Vancouver, and Spokane areas. Projects are selected and prioritized by the Transportation Management Areas (TMAs) for these regions. The CM/AQ project selection process is:
  1. The TMA publishes a request for projects with specific criteria. This is done typically each year. Project criteria will vary between regions.
  2. The agency submits candidate projects to the TMA in response to the TMA request. An estimate of the reduction in emissions from the proposed project is required with the project submittal.
  3. The TMA prioritizes the submitted projects. Projects that implement the SIP for air quality will receive highest priority.
  4. Projects are selected by the TMA based upon the priorities and available funds for inclusion in the TIP and STIP.

For more information, contact the TMA in your region:

- Central Puget Sound Area — Puget Sound Regional Council (PSRC)
- Spokane Area — Spokane Regional Transportation Council (SRTC)
- Vancouver Area — Southwest Washington Regional Transportation Council (SWRTC)

The TMA staff informs the local agencies of the project selections. Local agencies initiate projects following the procedures in the LAG Manual.

### **Emergency Relief (ER) Program** (refer to Chapter 33 of the LAG manual for details)

- a. Objective — repair or reconstruct roadways and bridges on federal aid routes which have suffered serious damage as a result of natural disasters such as floods, hurricanes, tidal waves, earthquakes, severe storms, landslides, or as a result of catastrophic failures from any cause.
- b. Eligibility — must have a declared emergency. This fund applies to emergency related repairs on federal aid routes only. Eligible expenditures are those for preliminary engineering, right-of-way, and permanent and emergency construction to restore essential travel, protect remaining facilities, and restore facilities to pre-disaster conditions.
- c. Matching Requirement — federal reimbursement is made at the rate of 100 percent of eligible costs for emergency repairs accomplished within 180 days after the actual occurrence of the disaster. Repairs performed beyond 180 days of the occurrence will be funded at the current program participation ratio for the federal aid program affected.

Generally, permanent restorations or reconstruction will be funded at the current participation ratio regardless of when accomplished.

- d. Application Procedure — before emergency funds can be made available:
  1. The Governor must declare an emergency.
  2. An application for assistance to FHWA must be made by the state.

3. The U.S. Secretary of Transportation must approve the emergency relief funding. For more details, see Chapter 33.
4. Notification of selected projects by FHWA.

### **National Highway System**

The National Highway System (NHS) was authorized by the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. (Projects constructed on NHS routes are discussed in Chapter 63 of the LAG manual.)

#### ***Purpose***

The NHS is to provide an interconnected system of principal arterials and other highways to serve major population centers, international border crossings, ports, airports, public and intermodal transportation facilities, and other major travel destinations to meet national defense needs and to serve interstate and interregional travel.

#### ***Extent***

The targeted NHS length in Washington State is 3,368 miles (5 419 kilometers) composed of 2,610 rural miles (4 199 rural kilometers) and 758 urban miles (1 220 urban kilometers). Approximately 118 local agency miles (190 kilometers) are included.

Routes, which serve major ports, airports, international border crossings, public transit and intermodal transportation facilities, and routes on the Strategic Highway Network (STRAHNET) system can be minor arterials or collectors.

Routes on the NHS must be constructed to the appropriate federal functional classification standards. WSDOT must approve all deviations from these standards; the standards apply to the route regardless of the source of funds for the project.

Any route that provides parallel service to limited access NHS routes may also receive NHS funding even if the parallel route is **not included** on the NHS. Improving the parallel route, however, must benefit the NHS route.

#### ***Type of Eligible Projects***

That portion of NHS funds attributable each year to local agencies will be exchanged within WSDOT for state Surface Transportation Program (STP) funds. The exchange does not in any way change jurisdictional responsibility for improvements and maintenance of routes designated as NHS.

The local NHS centerline miles represent 3.5 percent of the total NHS centerline miles for the state. Fund distributions to lead regional project selection agencies will be based on the proposed NHS mileage submitted to the FHWA.

Lead agencies are urged to consider the mileage contribution of each agency when selecting projects to be funded with these additional STP funds. Additional STP funds must be included in the TIP/STIP.

Until further notice, the standards used on the NHS system should be the functional classification standards applicable to the given roadway section.

### **FHWA Discretionary Programs**

The FHWA administers some discretionary programs through its various offices. These discretionary programs represent special funding categories where FHWA solicits for candidates and selects projects for funding based on applications received. Each program has its own

eligibility and selection criteria that are established by law, by regulation, or administratively. Below is a brief description of these programs.

**National Corridor Planning and Development (NCPD)  
Program and Corridor Border Infrastructure (CBI)  
Program (Corridors and Borders) Section 1118 and 1119**

***Purpose of Programs***

The purpose of the National Corridor Planning and Development Program is to provide allocations to states for coordinated planning, design, and construction of corridors of national significance, economic growth, and international or interregional trade.

The purpose of the Coordinated Border Infrastructure Program is to improve the safe movement of people and goods at or across the border between the United States and Canada and the border between the United States and Mexico.

***Funding Requirements***

Funds for these projects must be obligated during the fiscal year in which the funds have been authorized and projects selected. The local match required is 13.5 percent.

***Eligibility***

Eligibility for funds from the NCPD and CBI programs are limited to high priority corridors identified in Section 1105c of the ISTEA, as amended.

Types of projects eligible for NCPD funding include:

- Feasibility studies.
- Comprehensive corridor planning and design activities.
- Location and routing studies.
- Multi-state and intrastate coordination for corridors.
- Environmental review or construction of a section of corridor identified in the State's approved Corridor Plan.

Types of projects eligible for CBI funding must be in a border region (within 62 miles of the US/Canada) and include:

- Improvements to existing transportation and supporting infrastructure that facilitate cross border vehicle and cargo movements.
- Construction of highways and related safety enforcement facilities that will facilitate vehicle and cargo movements related to international trade.
- Operational improvements, including improvements relating to electronic data interchange and use of telecommunications, to expedite cross border vehicle and cargo movement.
- Modifications to regulatory procedures to expedite cross border vehicle and cargo movements.
- International coordination of planning, programming, and border operation with Canada relating to expediting cross border vehicle and cargo movements.
- Activities of Federal inspection agencies.

***Solicitation and Selection***

Project applications are called for each FFY and coordinated through WSDOT, who forwards them to the FHWA Division office. FHWA intends to use a flexible interpretation of the programs selection criteria to evaluate projects for funding.

## **Ferry Boat Discretionary Program**

### ***Purpose of Programs***

The Ferry Boat Discretionary (FBD) Program, provides a special funding category for the construction of ferry boats and ferry terminal facilities.

### ***Funding Requirements***

The local match required is 20 percent.

### ***Eligibility***

FBD funds are available for improvement to ferry boats, ferry boat terminals and activities where:

- The ferry facility is providing a link on a public road (other than Interstate) or the ferry facility is providing passenger only ferry service.
- The ferry and/or ferry terminal to be constructed or improved is either publicly owned, publicly operated, or a public authority has majority ownership interest where it is demonstrated that the ferry operation provides substantial public benefits.
- The ferry does not operate in international water except for ferries between a State and Canada.

### ***Solicitation and Selection***

Project applications are called for each FFY and coordinated through WSDOT, who forwards them to the FHWA Division office. Although there is no statutory criteria, FHWA will consider national geographic distribution among all of the programs as well as congressional direction.

## **Public Lands Highways Discretionary Program**

### ***Purpose of Programs***

The Public Lands Highway (PLH) Program is to improve access to and within the Federal lands of the nation.

### ***Funding Requirements***

The federal share of the costs for any project eligible under this program is 100 percent.

### ***Eligibility***

PLH funds are available for transportation planning, research, engineering, and construction of the highways, roads, and parkways, or of transit facilities within the Federal public lands and may also include:

- Transportation planning for tourism and recreational travel, including the National Forest Scenic Byways Program, Bureau of Land Management Back Country Byways Program, National Trail System Program, and other similar Federal programs that benefit recreational development.
- Adjacent vehicular parking areas.
- Interpretive signage.
- Acquisition of necessary scenic easements and scenic or historic sites.
- Provision for pedestrians and bicycles.
- Construction and reconstruction of roadside rest areas, including sanitary and water facilities.
- Other appropriate public road facilities such as visitor centers.

### ***Solicitation and Selection***

Project applications are called for each FFY and coordinated through WSDOT, who forwards them to the FHWA Division office. Although there is no regulatory criteria, FHWA will consider national geographic distribution among all of the programs as well as congressional direction.

## **National Scenic Byways Program**

### ***Purpose of Programs***

The purpose of the program is to recognize and enhance routes that have outstanding scenic, historic, cultural, natural, recreational, and archaeological qualities, and support state scenic byway programs. This is accomplished through discretionary grant funding and general technical guidance. This program also designates “National Scenic Byways” (NSB) and “All American Roads” (AAR), selected from the most regionally and nationally significant state designated, and federally owned land management agency routes. As of 2000, FHWA has designated 15 All American Roads and 66 National Scenic Byways.

### ***Funding Requirements***

The required applicant match is 20 percent.

### ***Eligibility***

Basic eligibility requires that routes must:

- Be accessible to two-wheel drive vehicles.
- Be in a state designated scenic system or a federally owned road.
- Have a corridor management plan completed or in progress at the time of application.
- Have construction projects located on or contiguous to the route's right-of-way.

Scenic Byways funds are available for:

- Planning, design and development of a statewide scenic byway program.
- Development and implementation of a corridor management plan to maintain the scenic, historic, recreational, cultural, natural, and archaeological characteristics of a state designated route while providing for accommodation of increased tourism and development of related amenities.
- Safety improvements to a state designated route, National Scenic Byway, or All-American Road to the extent that the improvements are necessary to accommodate increased traffic and changes in the types of vehicles using the highway as a result of the designation.
- Construction along a state designated route, NSB, or AAR of facilities for the use of pedestrians and bicyclists, rest areas, turnouts, highway shoulder improvements, passing lanes, overlooks, and interpretive facilities.
- Improvements to a state designated route, NSB, or AAR that will enhance access to recreational area, including water-related recreation.
- Protection of scenic, historic, recreational, cultural, natural, and archaeological resources in an area adjacent to a state designated route, NSB, or AAR.
- Developing and providing tourist information to the public, including interpretive information about the state designated route, NSB, or AAR.
- Development and implementation of a scenic routes marketing program.

## **Transportation and Community and System Preservation Pilot Program**

### ***Purpose of Programs***

The Transportation and Community and System Preservation (TCSP) Pilot program is a comprehensive initiative of research and grants to investigate the relationships between transportation and community and system preservation and private sector-based initiatives. The grants are to plan and implement strategies that improve the efficiency of the transportation system; reduce environmental impacts of transportation; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services and centers of trade; and examine private sector development patterns and investments that support these goals.



**Funding Requirements**

The federal share of the costs for any project eligible under this program can be up to 100 percent.

**Eligibility**

Activities eligible for TCSP funding include activities eligible for Federal highway and transit funding or other activities determined by the Secretary to be appropriate. Where possible grants will be awarded for new and innovative activities.

**Solicitation and Selection**

Project applications are called for each FFY and coordinated through WSDOT, who forwards them to the FHWA Division office. FHWA uses a flexible interpretation of the programs selection criteria to evaluate projects for funding.

**Transfer of STP, Enhancement, and CM/AQ Funds to the Federal Transit Administration (FTA)**

Funds may be transferred from FHWA to FTA for projects that are eligible under FTA. If the project is a traditional transit project, it should be transferred to FTA. If the project involves construction of roads or highways, it should stay with FHWA. For projects that are not clearly transit or highway, the project sponsor should select the administering federal agency. This selection should be done in informal consultation with the two agencies and the Washington State Department of Transportation. park and ride lots, Transportation Demand Management (TDM) activities, and intermodal facilities might be eligible under both agencies' programs.

This matrix illustrates the FTA transfer options:

**Options for Federal Management Grantee**

	FTA	FHWA
Transit Rolling Stock	X	
Park and Ride Lots	X	X
Pedestrian Ways	X	X
Refueling Bus	X	
Carpool and Vanpool	X	X
Regional Rideshare	X	X
Commute Trip Reduction	X	X
Bikeways		X
Intermodal Station	X	
Bus and Signal Priority		X
Transit Maintenance and Operations		X
Ferry Terminals	X	X
Passenger Ferry Vessels	X	
People Mover	X	
Auto Ferry Vessels-Metro (Puget Sound)	X	
Auto Ferry Vessels-Rural		X

If the project is to be implemented through FTA, generally the whole project, including all phases, should be transferred. In some instances (some transit planning studies and selected projects not clearly defined above), funds to a transit agency may be approved through FHWA. Generally, these projects will have their scope of work and administrative oversight administered through WSDOT's Public Transportation and Rail Division.

Once FTA has reviewed the application and it is complete and ready for approval, Highways and Local Programs will request the transfer of funds from FHWA to FTA. FHWA action to transfer the funds is considered an obligation against the highway obligation ceiling. FTA will subsequently make a grant utilizing the transferred funds.

### **Federal Transit Administration (FTA)**

Unlike funding for the Federal Highway Administration (FHWA), Federal Transit Administration (FTA) Programs are appropriated budget authority programs- This means that while the federal authorization for the program may set any level of annual funding, funds must be appropriated each year through the federal budget process: The annual appropriations acts become critical in determining how much will be available for distribution each year, and the amounts appropriated may or may not be equal to the amounts authorized in the authorization act. FHWA funding, on the other hand, is based on a contract authorization process, wherein the multi-year authorization act (TEA-21, for example) sets the annual amounts apportioned or allocated and the annual appropriations act sets the amounts which may be obligated during that year -- not the amounts which are apportioned.

### **Grant Programs:**

- FTA Section 5311 Program: Provides operating and capital funding for public transportation projects serving rural areas
- FTA Section 5310 Program: Provides capital funding for services designed to meet the transportation needs of elderly and persons with disabilities.
- FTA Job Access/ Reverse Commute Program: Provides operating and capital funding for public transportation projects serving low-income persons to work and educational opportunities.

### **Northwest Tribal Technical Assistance Program (TTAP)**

More than 54,000 miles of road in the United States provide access to and through Indian reservations. For many tribal governments, these roads can pose unique challenges such as planning around historical sites and using context sensitive design. These roads need proper planning, construction, maintenance and signage. The Tribal Technical Assistance Program (TTAP) was created by the Federal Highway Administration (FHWA) in 1991 to directly serve training governments and their needs. The Northwest Tribal Technical Assistance Program serves Washington, Oregon, Idaho, Western Montana and Alaska.

The mission of TTAP is to support tribal workforce development and enhance tribal administrative capacity to manage and maintain transportation infrastructure, recreational travel and tourism, related tribal training and education needs. As part of the Local Technical Assistance Program (LTAP), TTAP seeks to make available to tribes vast training and education resources developed through existing transportation training programs and to develop training curriculum appropriate to the needs of tribal transportation professionals, staff and elected officials. The TTAP program is financially supported by FHWA and the Bureau of Indian Affairs (BIA), in addition to other funding.

TTAP is composed of a network of regional centers that work together to reach more than 550 governmentally recognized tribes within the United States. The TTAP centers enable local tribal governments to improve their roads and bridges by supplying them with:

- a variety of training programs
- an information clearinghouse
- new and existing technology updates
- personalized technical assistance
- newsletters.

The Northwest Tribal LTAP Center is located at Eastern Washington University and can be reached at (509) 359-7485. Contact Richard Rolland at:

**NW TTAP**

Eastern Washington University  
Department of Urban and Regional  
216 Isle Hall



## **Chapter 4**

### **Transportation Planning in Washington**

*Note: This section will be updated by CTED in February 2004.*

#### **Introduction**

Community based planning and decision-making is a long-standing tradition in Washington. The people that make-up the diverse rural areas, cities and towns, and tribal areas throughout the state have made their own decision on community development and land-use. There are several common threads that bind communities together throughout the state; transportation is one of those. Transportation facilities are owned and operated by numerous jurisdictions. Like most public services and facilities, Planning has traditionally been done at the local level. Transportation, however, connects people from their own community to other places, close and far away, making it essential that the transportation system function as one interconnected and coordinated system.

Transportation planning is done to solve important problems - problem we do not solve will mean that our economy and quality of life will suffer. Transportation planning should be done proactively to take advantage of opportunities that will shape our future and create the transportation system and preserve the quality of life we all desire. Transportation planning helps us to invest our transportation resources wisely. Transportation facility and service investments are expensive, take a long time to deliver, and provide service for many years. Because we have limited revenue available, transportation planning helps decision makers target investments that best serve the transportation customers needs and meet our social, economic and environmental goals. While transportation plans usually have a future component, the purpose is not to limit future decisions, but to lay out the future implications of today's decisions. Since decision-making is an ongoing process, transportation planning also needs to be ongoing, reflecting the changing values and conditions of our state and world.

#### **Growth Management in Washington**

Throughout the 1980s, Washington experienced explosive population growth -- 17 percent growth statewide with concentrated growth in the Central Puget Sound Region. In 1990, to begin managing this growth, do Washington state legislature enacted the state's Growth Management Act (GMA). Although GMA is not directly applicable to the Tribal Nations in Washington, it is important for Tribes to understand the context of transportation planning under GMA for all other governments in Washington. In 1940, the legislature found that ...

*"Uncoordinated and unplanned growth, together with alack of common goats expressing the public's interest in the conservation and the wide use of our lands, pose a threat to the environment, sustainable economic development and the health, safety, and high quality of life enjoyed by residents of this state. It is in the publics interest that citizens, communities, local governments and the private sector cooperate and coordinate with one another in comprehensive land use planning..."*

The Washington State Department of Transportation recognizes that in many instances tribes work directly with city and county governments on transportation issues. The department also recognizes that tribes an sovereign, and as such, do not necessarily agree with the philosophies or requirements of the state's GMA. Some tribes may find some aspects of GMA applicable and

useful in their own planning. Below is a short discussion of the state's GMA and how it affects cities and counties that are required to plan under the act throughout the state.

### **Concept of Growth Management**

Communities that are required to plan under the state's GMA are those cities and counties that experience tremendous growth in a given timeframe. Counties with a population base of 50,000 or more are required to plan if the population within the county boundaries grows by more than 10 percent in a decade. In all parts of the state (which includes even the smallest counties), if population grows by more than 20 percent in a decade, the county and cities within its boundaries are required to plan. Cities and counties can also choose to plan under growth management even if these population thresholds are not met. Presently 29 counties and many cities are planning under growth managements

Cities and counties planning under GMA are required to develop a local comprehensive plan within four years of being required or choosing to plan. State law requires that certain items be included in the plan:

<b>Mandatory Elements</b>	<b>Optional Elements</b>
Land Use	Conservation
Housing	Solar Energy
Capital Facilities	Recreation - Utilities
Rural areas (counties only)	
Transportation	

In developing local comprehensive plans, cities and counties must incorporate the following concepts (known as the 4Cs of GMA)

1. The plan must be Comprehensive: All mandatory elements must be included.
2. The plan must be Consistent: the plan must be internally consistent. For example, the Transportation element must use the same assumptions as reflected in the Land Use element.
3. The plan must be coordinated: The plan must be externally consistent too. This takes coordination. A city's local comprehensive plan must be consistent with adjacent cities' or the county's plans.
4. The plan must have Concurrency: Once a plan is adopted cities and counties must do this fourth C: Ordinances must be adopted and enforced by cities and counties which ensure that transportation facilities and services will not fall below desired levels of services as described in the plan. Transportation strategies or improvements are to be put in place at the time of development or a financial commitment should be made so the strategies or improvements are accomplished within six year. Concurrency only applies to the transportation element, however local jurisdictions are choosing to apply concurrency to other elements of the plan also.

Throughout the planning process, cities and counties must involve citizens. Planning decisions made today can only be implemented if communities agree with the vision for growth and development.

## **Statewide Transportation Planning**

Transportation planning helps to identify the important transportation problems facing us and possible solutions to the important transportation issues we have now as well as those that we think will face us in the future. It determines what services transportation customers (citizens and business) want, balanced with competing demands, into a common vision for the entire transportation system. The process identifies current and future investment needs to achieve the vision, and makes trade-offs between needs to produce a plan that is financially feasible. It is a process that supports investment decisions.

Transportation planning in Washington State reflects the decentralized and diverse ownership of the transportation system. A key mission of these various transportation planning efforts is coordination between jurisdictions so that the transportation facilities and services, although under separate ownership, operate as a total system. Transportation users do not particularly care whose system they are using, only that they can get to their destination safely and efficiently.

The Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) - has, changed the way states and local agencies do transportation planning in a revolutionary way. Rather than providing a specific list of regulations, the Act delineates a list of “guidelines” that must be followed, but without specifics as to what compliance “looks like” and how compliance with these guidelines is to be achieved. ISTEA provides new flexibility and decision making at the lowest level. This is a major shift from previous ways of doing business: States are now required to implement and impart this new concept of decentralized participation. The state and the Metropolitan Planning Organizations are putting in place a planning process that takes into account a wide range of data and analysis, involves the public early and creates close linkages among the, required management systems, the 20-year transportation plan, and the annual transportation improvement program.

RCW 47.06, enacted by the 1993 Legislature as ESHB 1407, requires the WSDOT to prepare a Statewide Multimodal Transportation Systems Plan for the Transportation Commission. The legislature recognized that the ownership and operation of Washington’s transportation system is spread among federal, state, and local government agencies, regional transit agencies, port districts, and the private sector. Transportation planning authority is shared on the local, regional and state levels, and this planning must be coordinated and comprehensive in nature.

State law; RCW 36.70a, the state’s Growth Management Act (discussed in detail before) requires cities and counties with significant population growth to prepare Comprehensive Plans composed of six elements including a Transportation Element. The Transportation Element must document the 20-year transportation infrastructure needs that are consistent with the other plan elements. The jurisdiction must show how it will pay for the level of service it is providing and any new facilities or service must be concurrent with when they are needed.

The Clean Air Act (CAA) of 1990 and the Clear Air Washington Act (CAW) of 1991 also influence the Washington State Department of Transportation’s planning process. The Clean Air Act is a federal regulation that directs Washington to outline State Implementation Plans (SIPs). These plans will assist jurisdictions to attain air quality goals regarding carbon monoxide, ozone, and particle matter. To meet air quality goals, Washington State adopted the Clear Air Washington Act of 1991 to provide legislative authority over air pollution sources, provide programs to enhance Washington’s air quality, and to devise SIPs as mandated by the clean Air Act.

Transportation plans being developed include the following:

### **Local Comprehensive Plans**

Local Comprehensive Plans, under the State's Growth Management Act, serve as basic building blocks for transportation planning by defining land uses and the transportation system needed to support those land uses. Local comprehensive plans must include six elements as stated earlier. The transportation element of the plan should integrate land use assumptions through identifying and developing the following:

- An inventory of land, water and air transportation facilities;
- Analysis of impacts on other jurisdictions, and a feedback loop to reassess land uses that cannot be served with available funding;
- Current and future transportation needs; and
- Realistic funding analysis

Another key component me, plans developed by special transportation districts, such as transit agencies and port districts. These plans define the needs and services to carry out these special purpose governments' missions:

### **Regional Transportation Plans**

Regional transportation plans (also known as metropolitan transportation plans in eight urbanized areas for federal purposes), are developed by Regional Transportation Planning Organizations (RTPOs). An RTPO is created through the voluntary association of local governments within a region. Member jurisdictions within an RTPO determine their own structures to ensure equitable representation local governments and to allow flexibility across the state,

RTPO Membership and Designation -- Membership in each RTPO must include a minimum of one county, and a population of at least 100,000. Regions may be formed in areas with less than 100,000 population if a minimum of three geographically contiguous counties are linked. Member jurisdictions of an RTPO must include all, counties in the region, and at least 60 percent of the cities and towns representing at least 75 percent of the population of the city and towns.

In areas where there are Metropolitan Planning Organizations (MPOs) as required by the federal government, the RTPO and MPO must be the same organization. The Department of Transportation verifies the designation of each RTPO to ensure that all state requirements are met.

Each RTPO must establish a Transportation Policy Board whose membership includes, but is not limited to: representatives from the member counties, cities and towns; major employers; the WSDOT; transit providers; and port districts within the region. Technical Advisory Committees are encouraged in RTPOs.

Lead Planning Agency -- The RTPO is required to designate a lead planning agency, which may be a regional council, county, city, town agency, or a WSDOT regional office. Of the fourteen RTPOs that have formed or are in the process of forming, eight of the lead planning agencies are regional councils, two are economic development councils/districts, three are Department of Transportation regional offices, and one is a county public works department. The key role of the lead planning agency is to provide staff support to the RTPO and to coordinate the development of the Regional Transportation Plan.



Developing the Regional Transportation Plan -The RTPO is a formal mechanism used by local governments and the State to coordinate the planning of regional transportation facilities and services. A key function of the RTPO is to develop a Regional Transportation Strategy, which addresses alternative transportation modes, and transportation demand management in regional corridors, and recommended preferred transportation policies to implement growth strategies. The Regional Transportation Strategy serves as a guide, along with countywide planning policies, guidelines and principles, for the development of the Regional Transportation Plan, also a responsibility of the RTPO. RTPOs are also required to develop in cooperation with WSDOT, public transit operators, and local jurisdictions, regional transportation improvement programs based on the plan. Improvement programs are to propose regionally significant transportation projects and programs and transportation demand management measures.

### **Statewide Multimodal Transportation Plan**

While the state role in transportation planning was previously limited to state owned transportation facilities and services (highways, ferries, and state-owned airports), the state has broader interests in all types of transportation modes. This broader interest is reflected in both state and federal law. In 1993, the state legislature expanded the state's concern to include transportation facilities and services that the state does not own, but are critical to the economic and social well being of the state. These state interests include aviation, public transportation, intercity passenger rail, freight rail, marine ports and navigation, and bicycle and pedestrian transportation. The Statewide Multimodal Transportation Plan defines objectives for these state-owned and state-interest facilities and services including intermodal connections, determines current and future deficiencies, and proposes programs, strategies and specific solutions that should be pursued to protect the state interest, consistently and in cooperation with regional and local transportation plans.

### **Transportation Improvement Program and State Transportation Improvement Program**

Programming and project selection under ISTEA have changed significantly from previous practice. This section highlights important issues related to programming and project selection.

### **Transportation Improvement Programs (TIPs)**

ISTEA requires Transportation Improvement Programs to be prepared by the Washington State Department of Transportation (WSDOT) and the Metropolitan Planning Organizations. The Statewide Transportation Improvement Program encompasses all projects in Washington funded with ISTEA funds.

Transportation Improvement Programs prepared by transportation management areas or metropolitan planning organizations include all federally funded projects in the region (including projects on native lands). Projects for the Transportation Improvement Program are selected based on the long-range plan, need, priority rating defined by a clear set of criteria, and the availability of funds. Transportation Improvement Programs usually are prepared annually and provide a three-year "window" projects at both the regional and the statewide levels. They must be prepared at least every two years.

In air quality attainment areas, projects funded with state or local funds must be included in the Transportation Improvement Program as well. This is to ensure that Washington's

Transportation Improvement Programs reflect all-important changes to the transportation system with potential air quality impacts.

The most important issues related to the preparation of a Transportation Improvement Program are listed in the following:

### **Project Selection Authority**

Under ISTEA, Transportation Management Areas (Metropolitan Planning Organizations for metropolitan areas with populations over 200,000) for the first time has not only planning but also programming authority. In Washington, there are three Transportation Management Areas: Seattle/Tacoma, Spokane, and Vancouver. They select projects in consultation with WSDOT. This means that WSDOT only advises them on project selection. In smaller urban areas Metropolitan Planning Organizations, and in rural areas county area lead agencies or Regional Transportation Planning Organizations are to select projects in cooperation with WSDOT. This means that WSDOT and regional and local officials jointly decide on the projects that will become part of the Transportation Improvement Program and prioritize them together. Tribal governments are invited to participate in this process.

Washington State has gone one step further in its implementation of ISTEA. In addition to Transportation Management Areas, it gives Metropolitan and Regional Transportation Planning Organizations, or designated county; area lead agencies, the responsibility for project selection for some funds under the Surface Transportation Program. The intent of this provision is to facilitate an integrated, regional approach to planning and programming of transportation facilities. The project selection process at the regional level provides opportunities for projects from all transportation modes, and tribal governments to be considered on the basis of regional needs and priorities.

### **Prioritizing Project**

In Washington, all regional planning organizations and WSDOT are given maximum flexibility to create the prioritization criteria that best address regional needs. They are also charged with developing prioritization methods to carry out the process. The only exceptions are projects competing on a statewide basis (for example, in the Enhancements Program). Here, advisory committees establish consistent statewide project selection criteria and priorities.

## RTPO / MPO Directory

Benton-Franklin Council of Governments (BFCG)	Benton	BFCG 1622 Terminal Drive PO Box 217 Richland, WA 99352-0217 Phone: (509) 943-9185 Fax: (509) 943-6756	South Central Region MS: YAK 2809 Rudkin Road, Union Gap PO Box 12560 Yakima, WA 98909-2560 Phone: (509) 577-1602 Fax: (509) 577-1603
	Franklin		
Benton-Franklin Walla Walla RTPO (BFWW)	Walla Walla	<b>Gwen Luper</b> , Executive Director gwen-bfcog@transedge.com <b>Mark Kushner</b> , Transportation Director, mark-bfcog@transedge.com <b>Ken Alford</b> , Transportation Planner ken-bfcog@transedge.com <b>Len Pavelka</b> , Transportation Planning Specialist 3 len-bfcog@transedge.com <b>Brian Malley</b> , Transportation Planner/ Modeler, brian-bfcog@transedge.com	<b>Don Whitehouse</b> , Regional Administrator, (509) 577-1620 <b>Todd Trepanier</b> , Program Manager, (509) 577-1626 <b>Salah Al-Tamimi</b> , Planning Engineer, (509) 577-1630 <b>Bob Hooker</b> , Assistant Planning Engineer, (509) 577-1631 <b>Rick Gifford</b> , Traffic Engineer, (509) 577-1985 <b>Roger Arms</b> , H&LP, (509) 577-1780 <b>Melinda Warren</b> , WTP/HSP, (509) 577-1635 <b>Bill Wiebe</b> , HQ-Olympia, (360) 705-7965, wiebeb@wsdot.wa.gov
Cowlitz-Wahkiakum Council of Governments (CWCOG)	Cowlitz	<b>Cowlitz-Wahkiakum Council of Governments</b> 207 4th Avenue N Administration Annex Kelso, WA 98626-4195 Phone: (360) 577-3041 Fax: (360) 425-7760	<b>Southwest Region</b> MS: S-15 11018 NE 51 <sup>st</sup> Circle PO Box 1709 Vancouver, WA 98668-1709 Phone: (360) 905-2000 Fax: (360) 905-2222
	Grays Harbor		
Southwest Washington RTPO (SWRTPO)	Lewis	<b>Steve Harvey</b> , Director, steveharvey@cwco.org <b>Rosemary Siipola</b> , Transportation Planner/ Manager, rsiipola@cwco.org <b>Anisa Kisamore</b> , Accountant, akisamore@cwco.org <b>Erin Dahlquist</b> , TIP,modeling edahlquist@cwco.org	<b>Don Wagner</b> , Regional Administrator, (360) 905-2001 <b>Mike Clark</b> , Planning Manager, (360) 905-2110 <b>Glenn Schneider</b> , Program Manager, (360) 905-2030 <b>Bill Pierce</b> , H&LP, (360) 905-2215 <b>Bill Wiebe</b> , HQ-Olympia, (360) 705-7965, wiebeb@wsdot.wa.gov
	Pacific		
	Wahkiakum		

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# Chapter 5

## Implementation of Programs and Projects

### Foreword

Initially, the federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and then the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) stated that each state must assemble a Statewide Transportation Improvement Program (STIP). Metropolitan Planning Organizations in the county's most highly urbanized areas must assemble a similar program known as a Transportation Improvement Program (TIP).

### Transportation Improvement Programs (TIPs)

Currently TEA-21 provides an opportunity for the MPOs to focus and direct transportation funding in a way that will enhance communities throughout the MPO area. The federal act provided a new strengthened regional planning role for local governments to coordinate transportation and growth management strategies through MPOs and each MPO has lead responsibility for the TIP process in their area.

TEA-21 builds on past statutes to require stronger decision-making partnerships among local governments, transit agencies, MPOs, and the WSDOT and other affected public and private interests. The legislation requires MPOs to develop a program that identifies, prioritizes, and makes decisions regarding funding of transportation projects that are consistent with the Metropolitan Transportation Plan.

The overall transportation program document containing transportation projects selected through the regional decision process is officially called a Regional Transportation Improvement Program, or TIP. A TIP document must be a three-year program of projects and it must be updated at least every two years, though it will be updated annually in most regions.

Federal guidance requires that all transportation projects in the region requesting federal transportation funding under Title 23 CFR or the Federal Transit Act be included in a regionally adopted TIP.

Before such projects can be included in the final TIP, the region must ensure that all projects have met the following conditions:

### State Transportation Improvement Program (STIP)

The STIP is the result of the statewide and regional planning and selection processes. At a minimum, it includes all federally funded (Title 23) projects for a three-year period. The STIP development process in Washington has some regional variation based on complexity.

In developing the STIP, local agencies, Regional Transportation Planning Organizations (RTPOs) and Metropolitan Planning Organizations (MPOs), transit agencies, the Governor's Office, and the tribes should all be involved.

With a federal requirement for a STIP, a state process to assure its timely completion is very important. If it is delayed, the programming process for local agencies and the state are delayed. The result could mean more than delay; a project could be terminated or prevented from proceeding.

The STIP is a compilation of the selected transportation projects throughout the state. The Federal Highway Administration and the Federal Transit Administration to assure the following review it

- It identifies all proposed highway and transit projects in the state, funded under title 23 USC and the Federal Transit Act, including Federal Lands projects;
- It is consistent with the long-range, statewide transportation plan;
- It is consistent with the metropolitan transportation programs (MTIPs) approved by the MPOs
- In CO, ozone or PM-10 nonattainment areas, it includes projects that conform with the State Implementation Plan (SIP) for air quality (Also required by the federal government);
- It is consistent with expected available funding; and
- It identifies project selection priorities developed with appropriate consultation and/or coordination with local jurisdictions, metropolitan planning organizations, and federal land agencies.

TEA-21 requires an update of the STIP, at least, on a biennial basis. Washington has chosen to update the STIP annually. First the vast majority of agencies involved in the process use a calendar year budgeting process. In addition, the premise of planning under TEA-21, coupled with the desirability for air quality conformity, is that projects be delivered on the time schedule planned.

While programs generally proceed in an orderly fashion, program delivery is subject to factors that simply cannot be planned to the desired level. Such items as disputed right of way acquisitions, environmental challengers, and emergency situations often delay or redirect projects. This redirection requires continuous updating of the plan and changes in delivery of that plan.

Finally, WSDOT programming is subject to legislative review and approval with biennial budgets. The combination of influences on the process leads us to the conclusion that an annual update will not only better serve the requirements of TEA-21 and the public, but will provide for a smoother flow of necessary planning and programming adjustment.

### **Tribal TIPs & WSDOT STIP Coordination**

Tribal projects can be included in the state STIP in a couple of ways. First, after being processed through the Bureau of Indian Affairs, the Indian Reservation Roads (IRR) inventory is attached as an addendum to the STIP. This method groups all the tribal projects within the state as a single line item, a term called “bucketing”. With the second method, tribes can include their individual projects, regardless of whether they are IRR, State or local roads, via the MPO or RTPO TIP process, with the fully funded projects being forwarded for inclusion into the STIP.

There are multiple reasons for tribes to include their projects in the regional MPO and RTPO TIPs and the STIP. One reason is to show the tribal community what types of projects are prioritized as most important. Another reason is to show how successful a project has been in receiving grant or other non-BIA funding. Also, people inside and outside the MPO and RTPO areas will see a more accurate and integrated transportation network. This may afford additional Federal and/or State funding opportunities to the region.

STIP software is available for download on the STIP web page. Tribal nations and local agencies can use the software to plan, prioritize and track their projects. WSDOT – Highways & Local Programs offers training and other technical assistance in using the STIP software.

## **Implementing Projects**

### **Foreword**

The Local Agency Guidelines (LAG) is continuously being updated. The LAG manual reflects the most current federal legislation, the subsequent procedures adopted by the Federal Highway Administration (FHWA) and suggestions by the Local Agency Guidelines Committee.

The LAG manual is produced to provide Washington's local agencies with statewide standards and procedures to follow when using federal funds for transportation projects. The manual is also a source book with references given for those seeking additional information and assistance. The guide has been structured in the same order as the development of a project. Through the LAG manual, the Regional Highways and Local Programs Engineers and their staff can assist local agencies and Indian tribes in developing, funding, and implementing transportation projects. The guide provides numerous checklists, which help to ensure that items are not forgotten during a project's development. Local agencies and tribal governments, through use of the LAG manual, a handbook, can follow the necessary steps for implementing their transportation projects.

### **An Overview of Developing Projects Using the Local Agency Guidelines (LAG)**

Once transportation improvements proposal has been through the planning process and included in the Transportation Improvement Program (TIP) for the regional planning organization (MPO or RTP), the next step is to start the actions necessary to implement the proposal.

As outlined in the Local Agency Guidelines, requests for funds are made along with appropriate initial paperwork for federal participation. Upon approval of funding and authorization to proceed, design work begins including necessary environmental documentations. Following local, state, and federal laws, contract plans are prepared. About the same time, modes are requested for various activities, e.g., right of way purchases and construction of the facility. Contracts are advertised and awarded. Construction begins with directions and oversight by the responsible agency or tribe. Upon completion of work to the satisfaction of the contracting agency, the final paperwork including final payments and awards are completed and the facility is opened to traffic.

The LAG manual includes all the details and key forms needed to process local federally funded projects. In addition, Regional Highways and Local Programs Engineers and their staff are available to assist local agencies and tribes with their federal-aided projects.



# Appendix A

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# Appendix B

## Transportation Planning Acronyms

AASHTO	Association of State Highway and Transportation Officials
ACDPlot	Automated Collision Diagram Plotting System
ADA	Americans with Disabilities Act
ARB	Agency Request Budget (State)
AVC	Automated Vehicle Control
AVI	Automatic Vehicle Identification
BFCG	Benton Franklin Council of Governments
BFW	Bicycle Federation of Washington
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
CAA	Clean Air Act
CAAD	Computer Aided Design and Drafting
CDBG	Community Development Block Grant
CERB	Community Economic Revitalization Board
CESF	Community Economic Strategies Fund
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
CLB	Current Law Budget (State)
CM/AQ	Congestion Mitigation Air Quality
CMP	Corridor Master Plan, or Corridor Management Plan
CMS	Congestion Management System
CMS	Congestion Management System
CPMS	Capital Program Management System
CRAB	County Road Administration Board
CRAB	County Road Administration Board
CTAA	Community Transit Association of America
CTR	Commute Trip Reduction
CTR	Commute Trip Reduction (Program)
CWCOG	Cowlitz-Wahkiakum Council of Governments (Kelso, WA)
DCTED	Washington State Department of Community, Trade, & Economic Development
DEIS	Draft Environmental Impact Statement
DNR	Washington State Department of Natural Resources
DOE	Department of Energy
DOH	Washington State Department of Health
DSHS	Washington State Department of Social & Health Services
EA	Environmental Assessment
EAC	Enhancement Advisory Committee
EDC	Economic Development Council
EDD	Economic Development District
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ERP	Expert Review Panel
FAA	Federal Aviation Administration
FAME	Freeway Arterial Management Effort
FCC	Federal Communications Commission
FERC	Federal Energy Regulatory Commission
FGTS	Freight and Goods Transportation System
FHWA	Federal Highway Administration
FLHP	Federal Land Highway Program

FRA	Federal Railroad Administration
FTA	Federal Transit Administration
FTE	Full Time Equivalent
GIS	Geographic Information System
GMA	Growth Management Act
GP	General Purpose
GPS	Global Positioning System
GWMA	Ground Water Management Area
HAL/HAC	High Accident Location/High Accident Corridor
HCT	High Capacity Transit
HELP	Heavy Truck Electronic License Plate
HOV	High Occupancy Vehicle
HPMS	Highway Performance Monitoring System
HPR	Highway Planning & Research Program
HSIP	Highway Safety Improvement Projects
HUD	U. S. Department of Housing and Urban Development
I1	Designation for the WSDOT Mobility Improvement Program
I2	Designation for the WSDOT Safety Improvement Program
IAWG	Interagency Work Group
IISC	Institute ISTE A Steering Committee
IM	Interstate Maintenance
IMS	Intermodal Management System
IRC	(Southwest Washington) Intergovernmental Resource Center (Vancouver, WA)
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991
IRR	Indian Reservation Roads
ITS	Intelligent Transportation System (replaced IVHS)
IVHS	Intelligent Vehicle Highway System
IX Funds	Interstate Discretionary Funds
LAG	Local Agency Guidelines (WSDOT)
LCVMPO	Lewis-Clark Valley MPO
LID	Local Improvement District
LOS	Level of Service
LRS	Linear Referencing System
LTC	Legislative Transportation Committee
MIA	Major Investment Analyses
MIS	Major Investment Study
MMIS	Major Metropolitan Investment Studies
MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Area
MTP	Metropolitan Transportation Plan
MVET	Motor Vehicle Excise Tax
MVF	Motor Vehicle Fund
NARC	National Association of Regional Councils
NCHRP	National Cooperative Highway Research Program
NEPA	National Environmental Policy Act
NGPA	Natural Gas Policy Act
NHS	National Highway System
NEW RTP	Northeast Washington RTP
O & D	Origination and Destination
O & M	Operation and Maintenance
OA	Obligation Authority

ODOT	Oregon Department of Transportation
OEDP	Overall Economic Development Plan
OFM	Washington State Office of Financial Management
OSC	Olympia Service Center (WSDOT)
OUM	Office of Urban Mobility (WSDOT)
P&PSC	Planning and Programming Service Center
PAC	Policy Advisory Committee
PIC	Private Industry Council
PIO	Public Involvement Office
PMS	Pavement Management System
PRTPO	Peninsula Regional Transportation Planning Organization
PSRC	Puget Sound Regional Council
PTSA	Public Transportation Systems Account
PTSRD	Public Transportation and Rail Division
PUD	Public Utility District
R/W	Right of Way
RAAD	Rapid Availability Accident Data
RAP	Rural Arterial Program (CRAB)
RCRA	Resource Conservation and Recovery Act
RCW	Revised Code of Washington
RDP	Route Development Planning
RTA	Regional Transit Authority
RTAP	Rural Transit Assistance Program
RTC	Regional Transportation Council
RTP	Regional Transportation Plan
RTPO	Regional Transportation Planning Organization
SEPA	State Environmental Policy Act
SHRP	Strategic Highway Research Program
SOV	Single Occupancy Vehicle
SPR	State Planning and Research
SR	Sign Route or State Route
SRTC	Spokane Regional Transportation Council
STIP	Statewide Transportation Improvement Program
STP	Surface Transportation Program
STPP	Surface Transportation Policy Project (Washington, DC)
SMPO	Skagit MPO
SWIBS	State of Washington Inventory of Bridge Systems
SWRTPO	Southwest Regional Transportation Planning Organization
TAC	Technical Advisory Committee
TCM	Traffic Control Measures
TDM	Transportation Demand Management
TIA	Transportation Improvement Account (TIB)
TEA-21	Transportation Equity Act for the 21 <sup>st</sup> Century
TIB	Transportation Improvement Board
TIP	Transportation Improvement Program
Title 23	Code of federal regulations pertaining to Federal Aid Highways
TMA	Transportation Management Area (an MPO over 200,000 population)
TRAC	Transportation Research Center
TRB	Transportation Research Board

TRIPS	Transportation Information and Planning Support System
TRIS	Transportation Research Information System
TRPC	Thurston Regional Transportation Council
TSM	Transportation System Management
TTAP	Tribal Technical Assistance Program
TTPO	Tribal Transportation Planning Organization
UATA	Urban Arterial Trust Account (TIB)
UCC	Utilities Coordinating Committee
UGA	Urban Growth Area
ULID	Utility Local Improvement District
UPWP	Unified Planning Work Program
UW	University of Washington
UZA	Urbanized Area
VMT	Vehicle Miles Traveled
WAC	Washington Administrative Code
WATS	Wenatchee Area Transportation Study
WCOG	Whatcom Council of Governments
WIM	Weigh In Motion
WINGS	Washington Information Network GIS System
WSDOT	Washington State Department of Transportation
WSP	Washington State Patrol
WSU	Washington State University
WTP	Washington Transportation Plan
WTPI	Washington Transportation Policy Institute
WTSC	Washington Traffic Safety Commission
WUTC	Washington Utilities and Transportation Commission
WVTC	Wenatchee Valley Council of Governments
YVCOG	Yakima Valley Conference of Governments

# Appendix C

## Glossary of Terms

<b>Achievable density:</b>	The density of residential development (usually expressed as number of dwelling units per acre) that can actually be built, taking into consideration the required street dedications, setbacks, parking, and environmental constraints such as slopes, wetlands, etc.
<b>Acre, gross:</b>	An acre of land measured including all land uses (i.e., streets, sidewalks, utility easements as well as buildable lots).
<b>Acre, net:</b>	An acre of land calculated excluding all unusable spaces (i.e., streets, sidewalks, utility easements, drainage channels, etc.)
<b>Action Strategy:</b>	Describes the actions necessary to implement the community vision. This includes new transportation facilities and services to be provided and funding sources.
<b>Adequate Facilities Ordinance:</b>	An ordinance that requires a determination that there will be adequate public facilities available to support a development before the development is approved.
<b>Arterial:</b>	A major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersections and may have limits on driveway spacing and street intersection spacing. Arterials are most likely to be designated as Xroadways of regional significance.”
<b>Average Vehicle Occupancy (AVO):</b>	The average number of persons traveling in a vehicle on a facility.
<b>Built out:</b>	Having no remaining vacant land; fully developed to the maximum permitted by adopted plans and zoning.
<b>Capacity Accounting Procedure:</b>	A procedure followed by a city or county to account for the accumulated requests for capacity from developments that have received development approval. The procedure assures that transportation capacity is set aside so that it is available when the development is complete.
<b>Capacity:</b>	The maximum amount of traffic or people that can be accommodated on a transportation facility at any point in time.
<b>Capital Facilities:</b>	The physical structures which serve urban development.
<b>Capital Facilities Element:</b>	The capital facilities element of the comprehensive plan includes- An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; a forecast of the future needs for such capital facilities; and the proposed locations and capacities of expanded or new capital facilities.

<b>Concurrency Management System:</b>	A part of the comprehensive plan which describes how the concurrency management requirements of the Growth Management Program will be met. The system will include level of service standards, monitoring methods, and implementation methods.
<b>Concurrency:</b>	Requirement that public facilities and services be provided concurrent with new development. A process of reassessment, concurrency is the key link between land use and transportation. The state's Growth Management Program very specifically defines "concurrent with development" for transportation as meaning that "improvement or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years."
<b>Cost Estimates:</b>	<p>Cost of new facilities or services necessary to compare the transportation needs with the available revenues. Costs must be estimated for:</p> <ul style="list-style-type: none"> <li>• Maintenance and operation of the existing and proposed transportation system.</li> <li>• Costs of designing and building new, expanded, or replacement facilities.</li> <li>• Costs of acquiring new transit vehicles or ferry vessels and related capital costs.</li> <li>• Program costs for operating transportation services such as transit or ride-sharing.</li> <li>• General costs associated with administering, planning, and operating the transportation system.</li> </ul>
<b>Critical Areas:</b>	As a key part in managing growth in Washington, the Growth Management Program requires that every county and city classify and designate critical areas: wetlands, aquifer recharge areas, fish and wildlife habitat, frequently flooded areas, geologically hazardous areas, and rare/endangered plant habitat.
<b>Deficiency:</b>	The condition when a facility does not meet adopted level of service standards.
<b>Degradation:</b>	The threshold level of travel demand which can be added to transportation facility before the "surplus" capacity is used up.
<b>Delay:</b>	An indicator of transportation level of service at intersection measured as the length of time at which a vehicle is stopped.
<b>Density: (Land Use Measure)</b>	For residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.
<b>Density: (Transportation Measure)</b>	An indicator of transportation level of service measured as the number of vehicles per mile per lane.

<b>Developable land:</b>	Land that is suitable as a location for structures because it is free of hazards (flood, fire, geological, etc), has access to services (water, sewer, storm drainage, and transportation), and will not disrupt or adversely affect natural resource areas.
<b>Drivability:</b>	Driving safety, ease, and pleasure as related to road conditions, lane and shoulder width, traffic volume, and opposing traffic separation.
<b>Element:</b>	A component or chapter of the comprehensive plan. State law requires each city comprehensive plan to include six elements. Counties must also prepare a Rural Element. In addition, elements addressing recreation, conservation, and solar energy may be included at local option.
<b>Exceptional View Area:</b>	An isolated area of high visual quality which is located along a state route not eligible for Scenic and Recreational Highways designation because of its overall low visual quality.
<b>Exemption:</b>	A land use type which is exempted from Concurrency provisions of the Growth Management Act.
<b>Expressway:</b>	A divided arterial highway for through traffic with full or partial control of access and generally with grade separations at intersections.
<b>Finance Element:</b>	<p>The finance element of the transportation plan assures the recommended improvements are financially feasible to implement - it includes:</p> <ul style="list-style-type: none"> <li>An analysis of funding capability</li> <li>A multi-year financing plan</li> </ul> <p>If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met.</p>
<b>Financing:</b>	A series of actions to be taken which will result in a system of projects and services being provided based on the identification of needs, cost estimates, assessment of the ability to pay, the development of financial policies and financing schedule, the establishment of forecasted cash flow, and priorities to govern management of the system.
<b>Freeway:</b>	A divided arterial highway designed for the safe nonimpeded movement of large volumes of traffic, with full control of access and grade separations at intersections.
<b>Growth Management Act:</b>	House Bill 2929 (RCW 36.70a and RCW 47.80). adopted in 1990 and all associated amendments since that time.
<b>Growth Management Policy Committee:</b>	A committee authorized by the Growth Management Act to represent the interest of local agencies in the development of county wide planning policies.

<b>Growth Management Program:</b>	New Washington planning law that relates land use, transportation, capital facilities, housing, public utilities, and environmental protection in its requirements (RCW 36.70a and RCW 47.80).
<b>Growth Phasing:</b>	A capacity allocation method which “preapproves” a certain level of development capacity in an area, based upon a study of current and future travel demands.
<b>Highway/Transit Assignment:</b>	The fifth and final step in travel forecasting. A forecast of the highway route or transit route a trip will traverse. Highway/transit assignment simulates the traffic volumes and transit ridership on the highway and transit system.
<b>Home - Based Trip:</b>	A trip with one end at the residence of the trip-maker.
<b>Home - Based Work Trip:</b>	A trip, for the purpose of work, with one end at the residence of the trip-maker.
<b>Impact Area:</b>	The geographic area within which the traffic impacts of a development must be evaluated.
<b>Impact fee:</b>	A fee levied on the developer of a project by a city, county, or special district as compensation for the expected effects of that development. The Growth Management Act authorizes imposition of impact fees on new development and sets the conditions under which they may be imposed.
<b>Implementation Measure:</b>	An action, procedure, program or technique that carries out comprehensive plan policy.
<b>Infrastructure Capacity Monitoring System:</b>	A system established by a local government, either manual or automated, to maintain current capacity information for all public facilities for which level of service standards are established. This system needs to include all reservations of capacity issued to date through the development permitting process in order to ensure concurrency.
<b>Intactness:</b>	The integrity of visual pattern; the extent to which the landscape is free from visual encroachments. A visual quality criterion.
<b>Intergovernmental Coordination:</b>	Efforts include an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions and within a given region. RCW 36.70A.100 and RCW 47.80.010 of the Growth Management Act require intergovernmental coordination for both land use and transportation.
<b>Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA):</b>	The federal authorizing act for transportation for fiscal year 1991-1997. The act provides about \$155 billion in total funding for that period.



<b>Land Use Assumptions:</b>	The proposed and existing land uses, i.e., retail, various residential densities, office, manufacturing, etc. used in developing travel forecasts. These land uses are represented by population and employment numbers in the travel forecasting process.
<b>Land Use Based Travel Models:</b>	Land use based travel models are used to forecast future travel on the transportation system. The forecast is linked to the land use assumption. This travel forecast is used to identify future deficiencies in the transportation system and to determine concurrency.
<b>Land Use Element:</b>	The land use element of the comprehensive plan designates the proposed general distribution and general location and extent of the uses of the land. Land uses include, but not limited to the following, where appropriate: agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, and public facilities. The land use element includes population densities, building intensities, and estimates of future population growth.
<b>Land Use Strategies:</b>	An action that addresses the relationship between land uses to reduce the number of vehicular trips generated and/or reduce the length of trips.
<b>Latent Travel Demand:</b>	Travel demand which does not currently exist but which will be attracted by the expansion of transportation capacity.
<b>Level of Service:</b>	A method of measuring and defining the type and quality of particular public service such as transportation, fire protection, police protection, library service, schools/education, etc. The county and cities must cooperatively develop standards for level of service for public services and infrastructure as a part of the policies governing growth management.
<b>Level of Service Standards (LOS):</b>	A gauge for evaluating the quality of service on the transportation system. Described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.
<b>Link Concurrency Management System:</b>	A system for determining concurrency between street or road capacity and the expected traffic impact a new development that addresses only the street or road segment immediately adjacent to the development proposal.
<b>Metropolitan Area Boundary (MAB):</b>	An area determined by an agreement between the governor and the metropolitan planning organization (MPO) as defined in (23 USC 134).
<b>Mobility:</b>	A measure of transportation service performance that takes into consideration the ability of a traveler to move from origin to destination at the time and with the travel mode desired.
<b>Mode of Travel:</b>	Means of travel such as auto driver, vehicle passenger, transit passenger, bicyclist or pedestrian.

<b>Mode Split:</b>	The fourth step in forecasting travel is determining what mode of transportation (automobile, transit, carpool) will be used to make a trip.
<b>Model:</b>	A mathematical formula that expresses the actions and interactions of the elements of a system in such a manner that the system may be evaluated under any given set of conditions, i.e., land-use, economic, socioeconomic, and travel characteristics.
<b>Multimodal Transportation Systems:</b>	Buses, ferries, cars, bicycles are all examples of modes of travel. In a multimodal transportation system, each of these components is factored in so that service can be delivered efficiently. For example, the waterfront trolley which conveys ferry passengers to a bus terminal might be considered an interdependent multimodal transportation system.
<b>National Ambient Air Quality Standards (NAAQS):</b>	Air quality standards promulgated for criteria pollutants (including ozone, carbon monoxide, particulates, nitrogen dioxide, sulfur dioxide and lead) under the federal Clean Air Act (40 CFR 50). The standard for carbon monoxide is 35 parts per million over a one hour period or nine (9.0) parts per million over an eight hour period. The standard for ozone is 0.12 parts per million over a one hour period. The standard for PM10 is 50, mg/m <sup>3</sup> annual arithmetic mean or 150, mg/m <sup>3</sup> maximum twenty-four hour average concentration.
<b>Natural Resource Lands:</b>	Natural resource lands are agricultural, forest, and mineral resource lands which have longterm commercial significance.
<b>Nonattainment Area:</b>	The geographic area designated as not meeting the NAAQS for a criteria pollutant. The boundaries are proposed by the governor, approved by EPA and include that area required to implement plans and programs for attainment of the NAAQS published in the Federal Register.
<b>Nonhome Based (NHB) Trip:</b>	A trip that takes place between two points, neither of which is the home end of the tripmaker.
<b>Open space:</b>	Any parcel or area of land or water that is essentially unimproved and devoted to an open space use such as preservation of natural resources, outdoor recreation not requiring development of play fields or structures, or public health and safety (flood control). Landscape settings having attributes that are predominantly natural in character.
<b>Operational Conditions:</b>	Description of the transportation facility or service. Includes pavement width, number of lanes, access points, signalization, etc. for roads and transit vehicle capacity, service frequency, transit stop convenience, and safety for transit service.
<b>Pass Through:</b>	Traffic using the highway system of a locality, which neither originates in nor is destined, to the locality.

<b>Peak Period:</b>	The time period during which the maximum amount of travel occurs. Generally, there is a morning peak and an afternoon peak period, and less frequently, a midday peak period. The peak period usually extends for at least two hours, which encompasses the peak hour.
<b>Pedestrian Friendly Development:</b>	Development designs that encourage walking by providing site amenities for pedestrians. Pedestrian friendly environments reduce auto dependence and may encourage the use of public transportation.
<b>Performance Monitoring Program:</b>	Monitoring the performance of the program is an integral part of the regional transportation plan. It determines how well the plan is being implemented and whether the system improvements and/or applied system demand strategies are having the desired effect. Each RTPO must implement and describe the performance monitoring system they have adopted.
<b>Planning Commission:</b>	A group of people appointed by the City Council or County Commission to administer planning and land use regulations for the jurisdiction.
<b>Prima Facie:</b>	Legal evidence adequate to establish a fact or raise a presumption of fact unless refuted. Legislative bodies must provide that certain facts shall be “prima facie” evidence of other facts (i.e., by providing a “rational connection” of the facts).
<b>Public Facilities:</b>	Includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreations facilities, and schools.
<b>Public Services:</b>	Includes fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.
<b>Public Utilities Element:</b>	The Public Utilities Element of the comprehensive plan describes the general location, proposed location, and capacity of all existing and proposed utilities including, but not limited to, electrical lines, telecommunications lines, and natural gas lines.
<b>Queue:</b>	A line, as of people or vehicles, waiting a turn.
<b>Regional Development Strategy:</b>	The Regional Transportation Plan must contain an explicit statement defining the regional development strategy, which is a generalized scheme of existing and proposed land use that serves as the basis for transportation planning.
<b>Regional Transportation Plan:</b>	The Regional Transportation Plan is a product of the regional transportation planning process. It guides the improvement of the regional transportation system. The plan shall identify and address regional transportation issues. It is proposed by the Regional Transportation Planning Organization.

**Regional Transportation  
Planning Organization  
(RTPO):**

The body designated by neighboring local jurisdictions within one or more counties, through voluntary association, to achieve coordination for the region. Regions are determined by local governments that have transportation concerns that extend beyond their individual boundaries and a desire and need to work together to address those concerns.

**Reserve Capacity:**

The capacity of a lane at an unsignalized intersection minus the demand for the lane.

**Reserved Capacity:**

The amount of capacity reserved for use by previously approved development or capacity otherwise committed by the jurisdiction.

**Rezoning:**

A growth control measure which prespecifies the type and density of development that can occur in an area.

**Scenic and Recreational  
Corridor:**

The scenic and recreational corridor includes the road, its right-of-way, all elements visible from the road, as well as all cultural, historical, and recreational elements accessible from the road and considered important in the highway designation, regardless of whether or not they are visible from the road. The scenic and recreational corridor is thus a conglomeration of visible lands and recreational and cultural resources lands, linked together by visual and physical access. This complex network of natural and human-built elements varies in size and configuration, and may be interspersed by extensive areas of privately held lands not considered part of the corridor by definition.

**Scenic and Recreational  
Highway:**

(1) A highway which has been officially designated as Scenic and Recreational by the Washington State Legislature before December 1, 1990. (2) A highway which has passed through a threshold determination process and has been nominated for and has received legislative designation for inclusion in the Scenic and Recreational Highway program.

**Scenic Byway:**

Any roadway designated as a Scenic Byway by state or federal agencies or authorities, comprised of outstanding local or regional scenic character.

**Scenic Highway:**

A federal definition based upon the interim scenic byway guidance. A road that has been designated through some legislation or some other official declaration for its scenic, historic, recreational, archaeological, or cultural values. Scenic highways are roads designated through state, federal actions along federal, state, and local highway systems. They can be classified as parkways, greenways, trails, heritage highways, drives, roads, byways, backways, or highways.

**Service Level Ordinances:**

An ordinance which requires that a fixed LOS be met on all of a community's roadways or transit routes. Development impacts are evaluated on a case-by-case basis.

<b>State Environmental Protection Act (SEPA):</b>	Act which requires consideration of alternatives and mitigation of environmental impacts for major projects and programs both public and private.
<b>State Implementation Plan (SIP)</b>	A plan that is intended to eliminate or reduce the severity and number of violations of the national ambient air quality standards and expeditiously achieve those standards.
<b>Strategy Plan:</b>	A plan of actions necessary to achieve the adopted goals.
<b>System Improvement and Strategy Plan:</b>	The improvement and strategy plan defines specific improvements and system or demand management strategies proposed for implementation in the regional transportation plan and identifies priority levels for improvements.
<b>Through Traffic:</b>	The amount of traffic which passes “through” on a facility without having an origin or destination in the jurisdiction.
<b>Traffic Stream:</b>	The motor vehicle traffic flow on a street or road facility.
<b>Transfer of Development Rights (TDR):</b>	A program that permits a property owner or developer to relocate development potential from areas where proposed land use or environmental impacts are considered undesirable to another site which can accommodate increased development beyond that for which it was zoned.
<b>Transit LOS:</b>	Level of service standards for the transit system. These standards can measure either supply related or demand related functions.
<b>Transit:</b>	The entire public transportation/high occupancy vehicle system including buses, ferries, vanpools, carpools, etc.
<b>Transportation Control Measure (TCM):</b>	A transportation project, program, or action listed in the state implementation plan that will aid in elimination or reduction of the severity or number of violations of the national ambient air quality standards and help expeditiously attain and maintain those standards.
<b>Transportation Demand Management:</b>	Action intended to modify travel behavior, usually to avoid more costly expansion of the transportation system. Transportation demand management addresses traffic congestion by focusing on reducing travel demand rather than increasing transportation supply to increase transportation efficiency. Travel demand is reduced by measures which either eliminate trip making or accommodate person trips in fewer vehicles and may include incentives, disincentives, and the provision of transportation alternatives.

<b>Transportation Element:</b>	<p>Describes the location, capacity, and level of service for all transportation facilities and services. The transportation element of the comprehensive plan includes:</p> <ul style="list-style-type: none"> <li>Land use assumptions</li> <li>Level of service standards</li> <li>Inventory of existing services and facilities</li> <li>Current and future deficiencies</li> <li>Analysis of financing</li> <li>Reassessment/concurrency</li> <li>Action strategy</li> <li>Intergovernmental coordination</li> </ul>
<b>Transportation Equity Act for the 21<sup>st</sup> Century:</b>	The federal authorizing act for transportation for fiscal year 1997-2003.
<b>Transportation Improvement Program (TIP):</b>	A schedule of intended transportation improvements (or continuation of current activities) as required in section 134 of Title 23 USC. A TIP shall include projects within the MPO's area that are proposed for funding under Title 23 USC and the Federal Transit Act, projects that are part of or consistent with the transportation plan as previously defined, and transportation control measures that are included in State Implementation Plan for meeting NAAQS.
<b>Transportation Management Association:</b>	An association of private and public organizations whose purpose is to provide and promote alternative travel options to travelers
<b>Transportation Plan:</b>	A document that describes transportation policies, strategies, and facilities within the metropolitan area boundary defined in the Intermodal Surface Transportation Efficiency Act of 1991 (PL 102-240). A plan is based on existing and future transportation needs with due consideration given to the transportation elements of local comprehensive plans and forecasts. It is required under the regulation implementing section 134 of Title 23 USC, and section 8 of the Federal Transit Act, and is intended to foster a continuing, cooperative, and comprehensive planning process.
<b>Transportation Projects:</b>	An action that expends funds or approves physical and or operational alterations to a transportation system.
<b>Transportation Systems Management (TSM):</b>	Encompasses an array of actions that can be taken to increase the carrying capacity of roadways.
<b>Trip Distribution:</b>	The third step in forecasting travel is forecasting where trips begin and where they end. This is done for different trip purposes on trip types. Common examples are home to work, home to school, home to other, and non-home-based (trips that do not begin or end at home).

<b>Trip Generation:</b>	The second step in forecasting travel is forecasting the number of trips generated by the forecasted land use; the number of trips made to and from each type of land use by day. Trip generation provides the linkage between land use and travel. Trips generated at the home end are generally termed 'Production'. Trips generated by business are generally termed 'Attractions'.
<b>Trip Length:</b>	The length of a trip measured in miles; may be airline distance or over-the-road distance.
<b>Trip Purpose:</b>	The reason for making a trip. Each trip may have a purpose at each end; for example, home to work.
<b>Trip:</b>	A one-direction movement which begins at the origin and ends at the destination. For example, a trip movement from a residence to a work place is a trip from home to work.
<b>Unity:</b>	The degree to which visual elements of the landscape join to form a coherent, harmonious visual pattern. A visual quality criterion.
<b>Urban Growth Areas:</b>	Areas where urban growth will be encouraged. Counties and cities must cooperatively establish the urban growth areas and cities must be located inside urban growth areas. Once established, cities cannot annex land outside the urban growth area. Growth outside of urban growth areas must be rural in character.
<b>Urban Growth:</b>	Refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services.
<b>Vested Rights:</b>	The act of authorizing completion of a development project pursuant to prior rules or regulations. Determinations of vested rights are normally made on a case-by-case basis by the local government relying on Statutes and Case Law of the State of Washington.
<b>Visual Character:</b>	A descriptive summary of pattern elements (form, line, color, and texture), and pattern character (dominance, scale, diversity, and harmony). Visual character underlies visual quality factors.
<b>Visual Quality:</b>	An array of interactive factors involving both the viewer and the resource, and encompassing the excellence of the visual experience.
<b>Vividness:</b>	The memorability of landscape components as they combine in striking and distinctive visual patterns. A visual quality criterion.
<b>Zoning:</b>	A map and ordinance text that divides a city or county into land use "zones" and specifies the land uses and size restrictions for buildings within that zone.